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1966-67 no. 1-26





HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. H. BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1-26

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THURSDAY, MARCH 3, 1966 - 67

THURSDAY, MARCH 31, 1966

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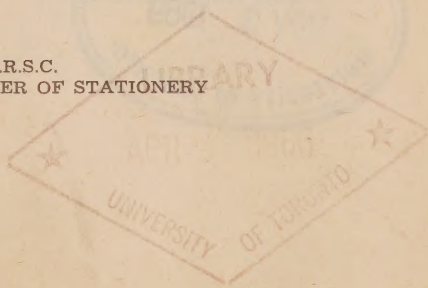
Main Estimates (1966-67) of the Department of Northern Affairs  
and National Resources

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WITNESSES:

The Hon. Arthur Laing, Minister of Northern Affairs and National Resources; and Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs and National Resources.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

Chairman: Mr. H. Badanai L

Vice-Chairman: Mr. R. J. Orange L

and Messrs.

Allard, <span style="float: right;">P.C.</span>	Granger, <span style="float: right;">L</span>	Laprise, <span style="float: right;">Cr</span>
<sup>1</sup> Andras, <span style="float: right;">L</span>	Gundlock, <span style="float: right;">P.C.</span>	LeBlanc (Rimouski), <span style="float: right;">L</span>
Berger, <span style="float: right;">L</span>	Habel, <span style="float: right;">L</span>	Legault, <span style="float: right;">L</span>
Bigg, <span style="float: right;">P.C.</span>	Haidasz, <span style="float: right;">L</span>	Mather, <span style="float: right;">NDP</span>
Blouin, <span style="float: right;">L</span>	Horner (Jasper-Edson), <span style="float: right;">P.C.</span>	<sup>2</sup> Mitchell, <span style="float: right;">L</span>
Cadieu (Meadow Lake), <span style="float: right;">P.C.</span>	Howard, <span style="float: right;">NDP</span>	Nielsen, <span style="float: right;">P.C.</span>
Dinsdale, <span style="float: right;">P.C.</span>	Isabelle, <span style="float: right;">L</span>	Simpson, <span style="float: right;">P.C.</span>
		Southam—(24). <span style="float: right;">P.C.</span>

M. Slack,  
*Clerk of the Committee.*

<sup>1</sup>Replaced by Mr. Roxburgh on March 16, 1966.

<sup>2</sup>Replaced by Mr. Lind on March 30, 1966.

L - 12  
P.C. - 9  
NDP - 2  
Cr - 1

24





## ORDERS OF REFERENCE

### HOUSE OF COMMONS

MONDAY, February 7, 1966.

*Resolved.*—That the following Members do compose the Standing Committee on Northern Affairs and National Resources:

Messrs.

Allard,	Granger,	LeBlanc (Rimouski),
Andras,	Gundlock,	Legault,
Badanai,	Habel,	Mather,
Berger,	Haidasz,	Mitchell,
Bigg,	Horner (Jasper-Edson),	Nielsen,
Blouin,	Howard,	Orange,
Cadieu (Meadow Lake),	Isabelle,	Simpson,
Dinsdale,	Laprise,	Southam—(24).

WEDNESDAY, March 16, 1966.

*Ordered.*—That the name of Mr. Roxburgh be substituted for that of Mr. Andras on the Standing Committee on Northern Affairs and National Resources.

TUESDAY, March 22, 1966.


*Ordered.*—That, saving always the powers of the Committee of Supply in relation to the voting of public monies, the items listed in the Main Estimates for 1966-67, relating to the Department of Northern Affairs and National Resources (excepting Indian Affairs) be withdrawn from the Committee of Supply and referred to the Standing Committee on Northern Affairs and National Resources.

WEDNESDAY, March 30, 1966.

*Ordered.*—That the name of Mr. Lind be substituted for that of Mr. Mitchell on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



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## MINUTES OF PROCEEDINGS

THURSDAY, March 3, 1966.

(1)

The Standing Committee on Northern Affairs and National Resources met this day at 10.10 a.m., for organization purposes.

*Members present:* Messrs. Andras, Badanai, Berger, Blouin, Granger, Gundlock, Habel, Haidasz, Laprise, LeBlanc (*Rimouski*), Legault, Mather, Nielsen. (13).

The Clerk attending, and having called for nominations, Mr. Blouin moved, seconded by Mr. Granger, that Mr. Badanai be elected Chairman of the Committee.

There being no further nominations, Mr. Badanai was declared elected as Chairman.

Mr. Badanai thanked the Committee for the honour conferred on him.

On motion of Mr. Habel, seconded by Mr. Haidasz, Mr. Orange was elected Vice-Chairman.

On motion of Mr. Gundlock, seconded by Mr. Berger,

*Resolved*,—That a Sub-Committee on Agenda and Procedure, comprised of the Chairman and four members to be named by him, be appointed.

At 10.20 a.m., the Committee adjourned to the call of the Chair.

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THURSDAY, March 31, 1966.

(2)

The Standing Committee on Northern Affairs and National Resources met at 11.20 a.m. this day, the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Bigg, Dinsdale, Granger, Habel, Haidasz, Laprise, LeBlanc (*Rimouski*), Legault, Lind, Nielsen, Orange, Roxburgh, Southam. (14).

*Members also present:* Messrs. Aiken, Duquet, Fane, Kindt, and Noble.

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; *from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister; Mr. R. F. Battle, Assistant Deputy Minister, Indian Affairs.

The Clerk read the Committee's Order of Reference dated March 22, 1966.

On motion of Mr. Legault, seconded by Mr. Bigg,

*Resolved*,—That the Committee print 750 copies in English and 250 copies in French of its Minutes of Proceedings and Evidence.

The Chairman invited the Minister to make an opening statement.

The Minister, after introducing his Parliamentary Secretary, the Deputy Minister and other officials, made a statement relating to the administration of his Department, and reviewed activities in the Northern Territories, National Parks, Wildlife, Historic Parks and Historic Sites.

Upon conclusion of the Minister's statement, a document relating to the administration of the Department of Northern Affairs and National Resources was distributed to members of the committee.

The Chairman thanked the Minister for his statement and then called the first item of the Estimates of the Department of Northern Affairs and National Resources:

1. Departmental Administration...

The Minister was examined on his statement, assisted by Mr. Côté.

Mr. Laing advised that he would consider the request to refer to this committee amending legislation concerning the Yukon and the Northwest Territories.

The examination of the witnesses still continuing, at 12.40 p.m., the Chairman noting that there was no quorum present, the Committee adjourned to the call of the Chair.

M. Slack,  
Clerk of the Committee.



## EVIDENCE

THURSDAY, March 31, 1966.

The CHAIRMAN: Gentlemen, we have a quorum. I will ask the Clerk, Mr. Slack, to read the terms of reference.

The Clerk of the Committee: Tuesday, March 22, 1966. Ordered: That saving always the powers of the Committee of Supply in relation to the voting of public moneys the items listed in the main estimates for 1966-67 relating to the Department of Northern Affairs and National Resources excepting Indian Affairs be withdrawn from the Committee of Supply and referred to the Standing Committee on Northern Affairs and National Resources.

(Sgd) Leon J. Raymond

The CHAIRMAN: It is customary at this time to receive a motion for the printing of the Minutes of Proceedings and Evidence. It has been found in the past that 750 copies in English and 250 copies in French are sufficient.

Mr. LEGAULT: Mr. Chairman, I move that this committee cause to be printed 750 copies in English and 250 copies in French of its Minutes of Proceedings and Evidence.

Mr. BIGG: I second the motion.

Motion agreed to.

The CHAIRMAN: Gentlemen, we are very happy to have with us this morning the Minister of Northern Affairs and National Resources, the Hon. Arthur Laing, who will give a statement to the committee. Also present this morning with Mr. Laing are members of his administration, and I would ask Mr. Laing, before making a statement, to introduce the members of his staff.

Hon. ARTHUR LAING (*Minister of Northern Affairs and National Resources*): Mr. Chairman and gentlemen. I appreciate very much the opportunity of being here to discuss with you at least some of the operations of my department. First of all, I would like to introduce my staff. My parliamentary secretary, Dr. Haidasz, recently has been appointed to this post. I am very grateful to Mr. Haidasz. As you know, he is a medical man and will prove to be of great assistance to me because much of the work we have to do is related to people and the improvement of medical facilities. He will be of great value to us.

While thanking Dr. Haidasz I want to take this opportunity of expressing a word of gratitude for my former parliamentary secretary, who is now a member of the Cabinet; I am referring to the Hon. John Turner. Mr. Turner was very helpful to me and to others in the department.

On my right is Mr. Côté, the Deputy Minister; then Mr. J. A. MacDonald, Senior Assistant Deputy Minister; Mr. R. F. Battle, Assistant Deputy Minister, Indian Affairs. We will not be discussing Indian affairs today but I did want Mr. Battle to be here because we have acquired this section of government enterprise from another department. Then there is Mr. F. A. G. Carter, Director, Northern Administration Branch, and Mr. Gordon Gibson, my executive assistant.

First of all, I would like to deal with what I consider our greatest responsibility, namely the administration of the Northern Territories.

We have in the Northern Territories north of latitude 60 more than 35 per cent of the land mass of Canada. This is an area which represents constant problems to us, not only in an economical sense but also in a political sense, because the people who are living in this area have aspirations to create something for themselves as the years go by.

As you all know, this is an immense territory, with a total population in both territories of only 40,000 people above latitude 60, as a result of which we are naturally confronted with a number of problems. Distance alone is a tremendous confrontation to the government because, after all, no matter how sparsely populated or how small these communities are there is a feeling among those people there that they are entitled to the same measure of consideration and the same services that Canadians living in Toronto, Montreal, Vancouver or anywhere else receive. Of course, this is so. But, as you know, it is very difficult to bring these services that we enjoy to them because of space and distance. We have a responsibility in the north to maintain our sovereignty, if nothing else. We have declared that area right up to the pole as ours. We have not been challenged by any other government. Because of the things which we think are there, which are now manifesting themselves by way of resources, it is imperative that we retain our sovereignty over that area. We have a responsibility in co-operation with our allies, to defend that area and, of course, we have a responsibility to the indigenous people who live there as well as to the people who have gone in to explore and develop the resources. This is a very difficult area; when I tell you that some of the areas on the eastern side of the high Arctic Islands have one person per 178 square miles you have some idea of the difficulty. We are doing our best, at considerable expense to the taxpayers of southern Canada, to make life tolerable there. We are bringing in services, which other Canadians enjoy in southern Canada, as rapidly as we can; I am speaking of health services, education services and so on.

We must start with education. We have to let these people know—some of them have met the white man for the first time in the last 15 years—that they can live in this modern world, and this gets right back to education. Over the last 10 years successive governments have done a very good job in the field of education. At the present time attendance in those areas for educational training is 85 per cent, and that is five times what it was 10 years ago. In this very brutal climate total attendance is not possible but, in my opinion, it has been very, very good. As you know, we have developed a number of central schools; we lift students to these central boarding schools, where the calibre of education is indeed very, very good.

I have been concerned, as I am sure my predecessors have, with the fact that we appear to be taking these people off the ice, as it were, and not putting them on anything that is sound, and this continues to be of concern to us. I would think that to date we have provided the average child, whom we have taken to school, with probably an inadequate grade 5 education; we have to go beyond this. We are attempting to do that by an extended program of education so that we can in as many instances as possible provide education up to grade 12, and indeed we hope to get some far enough to go to university in order that we might have graduates from there as time goes on. So, as I say, we are moving in that direction. I am of the opinion that we have to provide as early as we possibly can some sort of economic base under the people who live there and then extend the programs which we are undertaking.

There is a program now of assisting exploration in the area by a series of risk loans, in which the government will participate by giving a loan up to 40 per cent of the cost of exploration. If nothing is found we are going to lose the loan but, if anything is found, we are going to expect these exploration companies to repay it with interest. This is not an attempt by the government to supplant private risk capital but rather to entice it. We are beginning to think that the northern areas north of latitude 60 are extremely rich. There are areas today which are manifesting themselves as being productive in spite of the high costs of transportation and the cost of maintaining people, who seem quite competent, in that area. It is hoped that these costs will be surmounted and that in getting the products out into markets outside Canada there will be a profit. We think that the general Pine Point area has revolutionized that point of view.

In 1964, total production of minerals in the Northwest Territories was \$17 million. In 1965, one year later, it was \$72 million, and I fully expect in 1966 it will approximate \$100 million because, of course, when you can dig up, after removing 10 or 15 feet of overburden, ore that is worth \$150 a ton in large quantities you are going to have some action. The same sort of thing is beginning to demonstrate itself in the Yukon Territory, where some very rich finds have been made; where a new asbestos mine is going in at a cost of some \$18 million or \$20 million; where we have new copper mines, and a great deal of copper interests; where we have the largest silver mine in Canada at Keno Hill, with 600 or 700 employees. We want to obtain as rapidly as we can an inventory of the resources in the area, and I think it is particularly necessary for us to do that because in one instance above, an investment of, I think, \$9 million or \$10 million by the Northern Canada Power Commission, a Crown Corporation under the Department, was recently completed. This was in regard to the building of a power plant for Pine Point.

We have found in very recent weeks that we located one of the larger gas shows 120 miles from Pine Point, and the sooner we have an inventory of the resources the better chance there is of correlating the investments in the area. The deputy minister and I made a trip to the Soviet Union last year. We spent 17 days in Siberia, and we noted they have done a very good job of making an inventory of their resources there; they have had to because they were forced up there beyond the mountains at the time of the war. They have done it on a basis which is uneconomical to us but, nevertheless, they have made a very good inventory of their resources. They have 600,000 people above the Arctic



Circle: they have six million people above latitude 60 whereas we have only 40,000. But, it would not surprise me that if we pursued our explorations in the north we would find that we have as much riches north of latitude 60 as they have.

Many of these, in spite of transportation difficulties are going to be economical resources for us to put on the markets in various parts of the world. So, we want to encourage this by a variety of programs that we have embarked upon. We have a roads program under which we will accept representations from firms; if they will put in a certain amount of money we will put in a certain amount to give them a road. These are roads of various types but they will open up the country and make possible investments there. The second program is the one to which I referred, where we are giving assistance to exploration companies that will undertake exploration. Also, there would appear to be tremendous possibilities of oil and gas in the general area, in addition to the metals already there. We seem to have favourable sedimentaries which are several times larger than those located in other parts of Canada—I am thinking particularly of Alberta—and it certainly appears there are vast quantities of oil and gas in that area.

Now, there are various opinions held in Canada, and stoutly held by people with their own views, that we should not push the development of the north; that these resources are there and they should remain in cold storage, and as we require them in the generations ahead we will be able to tap the north. I would hope that Canadian legislators would agree that we should do a better job and that we should attempt to develop this country's depth by paying attention to its northern extremities as well as the mere southern areas of Canada, even though it would require advances of public funds from taxpayers in the southern parts of this country. I hope that it is the majority opinion in Canada that we should not tarry but move north as rapidly as we can to develop the country in depth. So, I do hope that I get support from members of the committee on this attempt on our part, in an economic sense, to develop our north.

From a political point of view, the people that go there want to build something for themselves, and we become very interested in the political future of the two territories. I want to be very frank with you; there is a tremendous amount of criticism by people who live there directed toward what they refer to as that central unknowledgeable gray area of administrative bureaucracy in Ottawa. Of course, this is not an unfamiliar cry from people in like areas in all parts of the world. To the extent that it can be substantiated from their point of view we want to rectify it as soon as possible.

I have been saying lately that more and more responsibility must be given those who live in these areas even at the cost of making mistakes, and I would hope we might get some support for that concept as we go along. Of course, these people are being subjected to a number of proposals, and I hope we do not eliminate the possibility of these being properly inspected. Some of the provinces are claiming that the way to develop the north is to extend the borders of the provinces north and, of course, this is one method by which this possibly could be done. However, those people who live there and this applies

equally to the Yukon and the Northwest Territories—are people who have ambitions in the areas to which they went and did some pioneering, and for the future they are talking in terms of another province.

In this respect we appointed a Royal Commission a year ago to investigate the political development of the Northwest Territories. This commission is headed by Dr. Carrothers of the University of Western Ontario. The commission has held a lot of hearings and we expect a report from them about August of this year. Now, the same suggestion is arising in the Yukon, and they are saying: "Do it for us, too." But, I would prefer to see the report on the Northwest Territories before we embark upon the same sort of study for the Yukon. However, we have committed ourselves within the last week to an economic study of the Yukon. There is a tremendous play of forces in the Yukon, and it has to do largely with transportation. There is the involvement of the Alaska Highway; air transport; traffic by sea; the development of the port of Prince Rupert; the combination of the sea services now operated by the province of British Columbia and the sea services operated by the state of Alaska, and the position of the Panhandle. There is a possibility of more co-operation between our two countries with regard to the geographical problem which occurred as a result of the Panhandle. This matter is being discussed in both countries and it would seem to me that an economic study at this time would pinpoint and place in proper perspective the responsibility. We have undertaken that study. I want to say that there is a very great improvement in the economic position in both territories, and the hopes and outlook seem to be very very good indeed.

● (11:40 a.m.)

We have another investigation, which is being carried out by a private firm of consultants, as to the economic possibility of a smelter in the Northwest Territories. The people who live there would like to see something permanent established so they can take these raw materials and process them at least part way instead of having what they would describe as a pipe line economy taking all the wealth out of the country and sending it south for manufacture or further development. These are the aspirations, the very fine and valid aspirations, of the people who live there. We want to give them careful consideration.

That is all I want to say about the northern administration. Our officials are here and will be able to give you detailed answers.

I want to say something before I conclude, Mr. Chairman, of the other sections of the Department. I want to deal with our national parks. We have 17 national parks. We are now engaged in the development of an 18th national park in Nova Scotia—Kejimikujik, and there are developments under way in other provinces for additional national parks.

I think the fact of our 100th birthday leads to Canadians thinking in terms of these things, of the creation of something which is permanent to a greater extent than in past years. But there is a wide public concept that it is good economics to set aside these properties as soon as we possibly can. I think some Canadians are beginning to read of what is going on in other countries, and I want to tell you a very true story of Hawaii. Very recently, owing to the

building of gigantic hotels along the waterfront and the total acquisition of the waterfront by private properties, the government in Hawaii was forced to re-acquire some beach properties so the ordinary citizens of Hawaii would have some beach to go down to within the area of the town. They acquired that for \$1,150 per front inch. We are a long way from that in Canada, but I think the principles of early acquisition and the benefits to be derived therefrom apply almost with equal importance in Canada.

We have heard considerable criticism lately over leaseholds in the parks, and I hope that in the next several months we can arrange a debate to bring out the facts. Some people, I think, over-simplify it by saying it is an argument between the conservationist and the progressive. These parks originally were set aside as distinctive Canadian areas to be left unharmed and more or less undeveloped. The concept was a wilderness park, a place where people could go and rest and enjoy distinctive sections of Canada. I have already recited some of the debate that ensued when Sir John A. Macdonald—I forget the date but I think it was in 1878—introduced or spoke to the introduction of a bill setting up Banff. Sir Richard Cartwright at that time—it was 1887—said you have to be very careful that you take into account a proper control over these leaseholds. There was a long argument on the leaseholds. Cartwright said they should not be longer than 20 years and Sir John said it would be impossible to entice people to build elegant homes if they had only a 20-year lease. At that time they wanted people to come into the park and build big homes and live there. These were wealthy people, of course. This was an appeal that was made outright.

Out of the debate finally Sir John said, "I am quite certain that this House and the people of Canada can trust succeeding governments to do the right thing in respect of leases."

Now I wish as a Minister—and I am quite certain that Mr. Dinsdale too has wished—that Sir John and Sir Richard had finished their debate at that time because it would have caused us less trouble in the interval. The leases are so-called perpetual leases in 42-year intervals, and the original act said "they shall be reviewed at 42-year intervals and so on for ever." I repeat, "so on forever". These are the so-called perpetual leases of 42 years. The protection of the 42 years was put in for a purpose, of course, and the conditions are such.

To indicate the change in conditions in our parks let me give you only a couple of figures. In 1930, 35 years ago, we had 500,000 visitors to the parks. This year we have 11 million. The type of visitor has changed; the man who is going today is a man with a car and with a trailer. He takes his family along. He has put a very large amount of his total holiday money in the gas tank to get there, and he wants a type of service in the park that is reasonable. He wants to tent; he wants to camp; he wants to use the facilities that he brings. These people people pick up a little food and they feed themselves.

I think we would all agree that one of the best things that can happen to us is for the majority of Canadians to see Canada. We are providing facilities as rapidly as we can. In the last three years we have in 7,000 additional camping lots and, gentlemen, still people are lined up for 24 hours in these camp lots waiting for someone to get out so they can get in. We just cannot keep abreast of it.



On the leasehold arrangement we are trying to say that only those people who are required to live in the parks to give service to the visitors should be permanent residents of the parks; and we cannot believe that there is any equity at all in giving a very limited number of Canadians the right to live in a national park when for many years we have denied that right to all other Canadians. We are trying to bring the leases down to 42 years terminable, so that a lease today that has 20 years to run will be permitted to run for those 20 years and then be given an additional 42 years after that which will be terminated; and we will buy back the property at that time or the value in the remaining property. I am speaking of householders, of course, in the parks.

We want to put ourselves in a position in which we have closer control over the leaseholds in the parks, or we will be expanding the town sites interminably not for the purpose of rendering service to those people who come into the parks but to maintain a town site within itself resting on its own residents; and we do not think that is what the national parks are for.

We are going to have a great deal of difficulty in handling this increase, which is going up 9 per cent per year. And you know what happens when you compound 9 per cent per year for four or five years. We will have the greatest of difficulty. Our total budget in the parks is in the nature of \$27 million or \$23 million. Our total receipts are in the nature of \$2 million only. We have no objection to that; it never has been and I hope never will be the intention of a government to make parks break even. That is not the intention at all. They do render a tremendous service to Canadians and they are one of our chief attractions to visitors to Canada.

We have a flood of letters in the parks Branch. Mr. Dinsdale will remember the same situation when he was minister. Gentlemen, I am going to tell you that 99 per cent of those letters are letters of congratulation and gratitude for the way in which the parks are run and, in the case of the letters from visitors from foreign countries, they are very, very commendatory indeed of the standard of our parks.

We will be asking for more money for parks because I anticipate that other provinces are about to make applications for the setting aside of more national parks.

May I deal for a very short moment with the matter of wildlife? The Department has a responsibility for The Canadian Wildlife Service and the control and administration of The Migratory Birds Act. Canadians are becoming very very conscious of the value of wildlife. There are, I think, 800,000 hunters in Canada. I have attended some of their meetings; these people are changing. Gentlemen, a lot of these people would not care whether they shot a duck or not. Because of the pressures put upon people who live in cities, because of the considerations of juvenile delinquency and the like today, there are thousands and tens of thousands of parents who say "I want to get that kid out in the open. We will go out and camp outdoors, and we will familiarize ourselves with nature, and so on." This is one of the chief considerations in the whole wildlife topic; and I can see it. At the same time we have to maintain a level of wildlife in Canada in a number of species which are being very seriously threatened. I speak particularly of the duck population, which is probably the first considera-

We have been learning in recent years a very great deal about these birds; we have learned many things that we did not know before. It is a fact that most of the duck population on this continent is raised in the prairie provinces about 100 miles north of the boundary, and indeed there is some evidence that these ducks fly north before they migrate south. The duck breeding factory is very close to the boundary, but it is in Canada, within the first 100 miles or so. As I say, we are finding out a great deal about the duck now. The breeding habits are such that they want to be in relative quiet. If they are disturbed, one does not get a proper hatch of ducks.

Our wildlife branch is now adding a number of splendid technicians and we are getting down to a valuable scientific study. We have decided that we must acquire as many of the pothole areas, the wet areas, of the prairie provinces as we possibly can and engage them under a considerable term of rental with the farmers who will undertake not to drain them but to keep them as duck breeding areas. We will be engaged in that for the next number of years, and the cost will be considerable because we will have to return to the farmer what might be an equal revenue if he drained the lands or put them in cultivation. We have received great co-operation and understanding from the farmers. Our difficulty here, of course, is that some of the farmers say, "We feed these damned things, and now you come along and say 'make another contribution so that they will be here for the man who comes along from the city'." This is understandable; it would be unusual if it were otherwise. However, we are receiving great co-operation and understanding from these farmers. We hope this program will be successful and that we can maintain the duck population. We are co-operating with the provinces who, individually, could not employ that type of scientific person—who is in short supply anyway—in respect of managing various aspects of wildlife within the provinces.

We have enjoyed and we are enjoying good co-operation from the United States authorities because of the migratory nature of these birds. At the present time on a per capita basis Canadians are taking considerably more of the duck population than are Americans. If we look at this on the basis that wintering is undertaken in the United States and that feeding and hatching are undertaken here and therefore the United States and Canada are entitled to equal, this is not the situation; Canadians, on a per capita basis, are taking more of the crop. Nevertheless, we are enjoying good relations with our United States counterparts.

May I say in conclusion a word about historic parks and sites. It is wholly understandable that now when we are approaching our 100th anniversary Canadians are thinking more and more of this; and this is a splendid time to be thinking about setting aside historic sites that are important in our Canadian history—and we have achieved a number.

I want to pay tribute to the Historic Sites and Monuments Board, which is a completely independent group of historians, largely university people. They are rendering a tremendous service to Canada in initiating a study of those areas which should be kept, and they are relieving the Minister of a great deal of embarrassment by taking over from him an investigation of the representations put to the Minister. The service that is being undertaken by the Board in Canada is a splendid service indeed, and they get altogether too little considera-

tion; very few people mention them. Dr. Fergusson of Nova Scotia is presently chairman of the board, and on that board there are representatives from other parts of Canada. I want to commend them most highly. I want to commend members of the House too who are bringing to the attention of the Board things which they think should be preserved at this time. There is no time like the present in these matters. There are a number of things that we have set aside and decided to preserve which could have been preserved earlier at considerably less expense to us in Canada. We will find as time goes on that a demand for the revival or the rebuilding of these things will come; and the sooner it is done the better, because one saves money in that way.

As our population grows these are the things that are going to interest Canadians, regardless of their way of life. The first thing they want to see is something of the history and the background of Canada, what went on in the creation of this country. The earlier this is done the better.

I think that is all I want to say, Mr. Chairman, but I would like to thank members for their attention. If they have any questions they would like to grill me with before I leave I will do my best to answer.

I should have said that the Indian affairs responsibility of the Department is the responsibility of another committee, so Mr. Battle and I will be back before that committee to answer questions on Indian affairs.

We have brought with us a statement which may be distributed if you would care to have it. I did not read it this morning and I did not even stay close to the text, but I think the sections of the Department with which I dealt are dealt with in greater detail in the statement.

The CHAIRMAN: Thank you, Mr. Laing. I am sure the members of this committee would want me to express to you our sincere appreciation for such a very comprehensive statement on the state of Northern Affairs and National Resources.

I would now invite members to turn to page 330 of the estimates.

Mr. LAING: May I make a correction, Mr. Chairman? Mr. Côté has drawn to my attention the fact that when I was dealing with the commission of the Northwest Territories I used the term "royal commission" instead of "advisory commission". I apologize, but I would hope their function is about the same!

#### Department of Northern Affairs and National Resources

1. Departmental Administration, including grants as detailed  
in the Estimates, \$2,196,100

The CHAIRMAN: I believe Mr. Roxburgh has a question to put.

Mr. ROXBURGH: Mr. Chairman, Mr. Laing, you mentioned wild life and an agreement or an understanding between the United States government and the Canadian government. We will not put up any argument at the present time;



that can be dealt with at a later date. However, I wonder if the federal government has any agreement or understanding with Mexico, or whether the two governments, the government of the United States and the government of Canada have any agreement or understanding with Mexico in respect of wildlife. Many of us understand, rightly or wrongly, that much wildlife is shot almost year round in Mexico. Has any effort been made to work out an agreement with the Mexican government?

● (12:00)

Mr. LAING: I am going to ask Mr. Côté to deal with this matter. I have also heard these horrible stories about game being taken with explosives, in Mexico and all this sort of thing. Mr. Côté will deal with it.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, as members of the committee know, the question of migratory birds is governed by the Migratory Birds Convention between the United States and Canada.

There is also a parallel agreement between the United States and Mexico. There is no agreement between Canada and Mexico. Of recent years an informal international migratory birds commission has been established between Canada and the United States. At the official level, representatives of both Canada and the United States have been meeting from time to time to survey the question of continental migratory birds. At our meetings, generally held once a year, there have been occasions at which the Mexicans have had meetings at an official level, and there have been exchanges of views between the officials of the three governments regarding the problems affecting the three countries because, naturally, some of the migratory birds move down not only to the United States but go further south to Mexico.

Mr. ROXBURGH: In view of the fact that Canada is spending all this money, which is absolutely necessary, and will continue spending more in the future, and the millions of dollars that the United States is putting in to make this possible, should not a special effort be made, and should Canada not lead in that field and say to the United States: "Let us get together on this and let us ask the Government of Mexico to join us"? Could it not be done this way? We are now realizing what the Minister has said to us—and what our future generations may not have regarding wildlife or pollution of our waters. We are now awakening to it. Do you not therefore think that as all this wildlife comes from Canada, it would only be right that Canada should now take the lead and see that something is definitely done, not just through a meeting of the countries?

Mr. CÔTÉ: May I answer this? One of the real problems that arose a few years ago was not only the problem of maintaining the stocks of migratory birds, so far as the United States and Canada are concerned, and trying to get some of them to return to the farmers from whose lands many of the migratory birds departed, but the basic problem of ascertaining the facts concerning the most sought after and hunted migratory birds. We have been studying that matter and trying to get the facts. I have not got the detailed facts before me at the moment but I can say that so far as we can ascertain, the proportion of

birds going to Mexico is a relatively small one out of the total continental waterfowl population, specifically the duck population. I would not like to be absolutely held to this figure, but it is something in the order of 10 per cent. It is a problem that is concerning us because some fairly intensive killing has been going on in Mexico, although not quite as much as seemed to have been indicated in some reports. There has been some fairly intensive hunting there.

Mr. ROXBURGH: I do not wish to carry it on any further but let me say that when anything gets scarce, 10 per cent can be a big item. Is there anything wrong in trying to arrange such a meeting officially?

Mr. CÔTÉ: We are moving in that direction.

Mr. ROXBURGH: Can we have the word of our Minister and his department that he will do something definitely about it?

Mr. CÔTÉ: There is to be a meeting of this committee next month and I will be attending it. I will be very glad to take into account the views of the members of this committee in this regard to see if we cannot move along these lines.

Mr. NOBLE: I have a supplementary question. Can I ask the Minister if the United States is contributing a fair share towards the protection of these ducks as it is going to cost more money in the time ahead? Did you say you will expand on this? We know it will cost more as time goes on because it is a good program and they want the ducks. Are they contributing a fair share towards the maintenance of this program?

Mr. LAING: Mr. Côté will reply in greater detail. Our concern has been with the fact that we have to move faster than we have been moving up to now because we have been leaving too large an amount to them. The work of Ducks Unlimited and other organizations, as well as the work of the U.S. government in making counts with U.S. planes, I think places Canada in a somewhat embarrassing position. We think that we have to do more than we have been doing in relation to the total. Mr. Côté may have some figures on this. We appreciate the work that the United States has done; we want the operation to continue, but we do not want to be in the position of not doing what we should be doing.

Mr. DINSDALE: Mr. Chairman, before asking some specific questions on various items, I think, perhaps as the former minister, I should express appreciation to the present Minister for the outline that he has given to the committee at the outset of our sittings here. I also wish to express the thought that I think the deliberations of this committee are going to make a very valuable contribution to the better understanding not only on the part of the members of parliament but also of the people of Canada of a great area of this nation which even at the present time is largely an unknown country. I was pleased to see that the Minister, as he has done on every occasion when he has had the opportunity, has enthusiastically embraced the concept of the prospects and the potentials of the north. I know, when I became minister in 1960, the skeptics were saying that the so-called "vision of the prospect of the North" had

turned into a nightmare. I think that as we pursue a detailed examination of the current estimates, we will appreciate that some of the things that have been outlined by the Minister this morning have been presented in both a factual and a visionary manner.

I take it the Minister will not be with us on every occasion. If that is so I would like to take the opportunity of questioning him on some areas which might be regarded as policy. The first point I have in mind is this: We are considering the departmental estimates in terms of the present framework of the department and not in terms of any future reorganization. Is that correct? There is a little uncertainty there, because of the pending reorganization in various government departments, regarding where our area of responsibility lies. You indicated Indian affairs would not be discussed in this committee.

Hon. Mr. LAING: Only because they are specifically allocated to another committee.

Mr. DINSDALE: So the deliberations of this committee will be concerned with the department in its reorganized aspect.

Hon. Mr. LAING: Yes, since January 1, 1966.

Mr. DINSDALE: If we are interested in Indian affairs, we will have to attach ourselves to this other committee. Is this a special committee on Indian affairs?

The CHAIRMAN: It is the Committee on Indian Affairs, Human Rights and Citizenship and Immigration, Committee No. 9. It is a standing committee.

Mr. DINSDALE: I presume that arrangement is going to continue in the future?

Hon. Mr. LAING: I would prefer to have the Indian affairs before this committee, naturally. It does not please me to divide the department between two committees. I do not know whether this could be done.

The CHAIRMAN: It is a matter for the House to decide upon, of course.

Mr. DINSDALE: I thought one of the advantages of bringing Indian affairs under northern affairs was the possibility of co-ordinating the work between the Eskimos and the Indians. It would seem to me that the present plan will frustrate that development.

Hon. Mr. LAING: This particular committee on human rights is one which I do not think existed until this year. With the indigenous people we have, it was thought it would properly belong in that category. As I say, it would please me much better to appear before one committee instead of two.

Mr. DINSDALE: There is another policy matter on which I should like to question the Minister. I am sure we all agree that education is basic to the development of the north, both in terms of the human and the natural resources' potential. I have been concerned for a number of years with the approach to education, the tendency to separate the educational process from the general process of community development north of the 60th parallel. Could the Minister inform the committee whether any attempt is being made to



co-ordinate the general educational program with the community development program which is becoming an integral part of the whole concept of the industrial and economic development of the north? By this I mean that it is not good sociological policy to have the rising generation separated for long intervals from the local community in which they live. It creates a cultural conflict which could have all sorts of sociological repercussions in the future. In other words, is any continuing attempt being made to try to carry on more of the educational process within the communities themselves?

Hon. Mr. LAING: Yes, this is one of the things that prompted me to say that we were ripping them away from the ice and not putting them on anything solid. We are now returning them to larger schools within the communities, we are building schools of four, five, six, eight and ten rooms in areas from which until now we have been taking the children away to Inuvik. We are fully aware of this. Centralized education will take place to a larger extent in the higher grades.

However, we are conscious of this disadvantage of pulling them away from their parents. We are very interested in whether or not Eskimo children should learn Eskimo at the start for a year or two. When we were in the Soviet Union we were told that the Yakuts were allowed to use their own language for two or three years. We asked why and, knowing all along what their thinking was, we were told that, of course, the child becomes father of the man. Their thought is that the child will go home and educate his parents in these languages after he acquires knowledge of Russian. We are looking at all of these aspects. It would be a very serious thing, sociologically, educationally and in any other way, to separate the child from his parents. Because of that we are now, as I said, planning schools of larger importance in the areas of larger population.

Mr. CÔTÉ: Mr. Chairman, I think there is one fact at which the members of the committee would wish to look in the general perspective, and that is that in the Northwest Territories less than ten years ago only 15 per cent of the school children attended schools. The initial development was to create centralized schools in various areas because the education level was so small that you had to bring the children to the schools. As the children move through the school system, we now get an increasing number into the secondary schools at the level of grade 7 onwards, the junior high schools. The population attendance being such, the trend, in the last few years, has been to increase the number of elementary schools for the first grades with a minimum of three class rooms in the home communities, and to move into kindergartens gradually. The first grades would be close to home. The centralized facilities are gradually being converted into junior high schools, high schools, vocational and occupational schools. This is possible because of the school attendance, the development of the school population as such.

Mr. DINSDALE: Could Mr. Côté indicate whether the target for 1967 would be 100 per cent school accommodation for the northern population?

Mr. CÔTÉ: It will be difficult to do so by 1967, but one hopes that in the very years thereafter there would be such a possibility, taking into account the very rapid growth of population in both the northern territories.

Mr. DINSDALE: I am not going to pursue this further. Perhaps, when the education officials are before the committee we can get those details, but I am glad to see this emphasis.

There is another policy matter on which the Minister might be able to help me. Mr. Laing speaks very enthusiastically of the Russian development as compared with the Canadian development. He spoke of a population of 600,000 in the cities north of the 60th parallel. Once, I got into trouble comparing the City of Winnipeg with some of the northern cities. It was not regarded as good public relations. Winnipeg has a population of half a million. Would the Minister not say that geographically, climatically and so forth, that part of Canada is very similar to the developed part of the Russian area largely because of the influence of the isotherm lines which cut right down into the heart of Canada? We also have the tree line, and the built in refrigerator in the form of Hudson Bay. I would think that in these terms the Canadian development has been favourably compared to what the Soviets have done. One should also consider the longer historic past of the Soviet Union as compared with ours.

Hon. Mr. LAING: Yes, we found, when we went over there, that they have a very long history. Those towns were developed in the 1600's through the expansion of the Russians who, at that time, went out representing either the ruling classes or private enterprise. They were principally seeking fur, and they subjugated the natives in that area.

● (12:20 p.m.)

I want to correct Mr. Dinsdale. We did not mention a city of 600,000; I said there were 600,000 Russians above the Arctic Circle. However, at latitude 69 we did see a city of 135,000 people. This was one of the most modern cities we saw in the Soviet Union, and it was populated by the most prosperous looking Russians we saw in all of Russia. This was a nickel mine area.

As I said, these people were forced into that area during the war; they have located there at a terrific expense and on a basis which under our system is not economical. They are building up something there in which they can have some pride. Gentlemen, in the next generation they are going to be producing out of that area a great number of commodities which are identical to the ones we are producing, such as metal, wood products and so on. We have offered an exchange of two of our scientists for two of theirs if they will allow ours to work in their north. I think it is very valuable that we, as Canadians, should keep in close touch with their developments. They are endeavouring to build a permanent seaway around the top, again at a great expense, by the use of icebreakers; and they told us proudly they had shipped quite a number of million feet of lumber around the top through the Bering Sea into Japan. Also, they are building up their seaports on the Pacific coast.

We think it is important that we know what they are doing, because they are spending about 35 per cent of their total capital construction program in Siberia for 6 per cent of the population. The resources they are developing in that area parallel the resources for which Canada is going to have to find markets. We understand they are selling a little nickel in Europe today from their production and, later on, there will be wood products, lumber, paper and so on. We saw a half a billion dollar cellulose plant 2,007

miles from Moscow. This plant is going to produce paper which will be used at home or, in the alternative, sold abroad. If we can keep in touch with them I think it would be of great value to know what is going on. They claim that they are the greatest storehouse of resources in the world. If they are, we think we are the second greatest. We should be energetic in acquiring full knowledge of where these resources lie in Canada at the earliest possible moment, and develop them as quickly as we possibly can.

Mr. ROXBURGH: Is this exchange of scientists, two of ours for two of theirs, going to mature?

Mr. LAING: I believe so. I know they have accepted it in principle. Of course, our difficulty is that we have a very limited number of people in research and so on who can speak the Russian language.

Mr. NOBLE: I have a supplementary question. Could you advise us whether or not the transportation system in northern Russia is quite modern?

Mr. LAING: Well, they have only the Trans-Siberian Railway and five or six great rivers that flow down and meet that railway. We saw a railway at latitude 69 but it was only 62 miles long; it went to the port on the river, Dudinka. They ship the nickel down the Yenesei River to the Trans-Siberian Railway. They have incurred tremendous costs for transportation.

Mr. DINSDALE: Mr. Chairman, on this Russian question, I do think that we must continue to exchange ideas but, unfortunately, this is subject to the international political climate. I envy Mr. Laing his trip to Russia because our negotiations were cut off at the time of the Cuban crisis. I hope the international situation remains favourable so that we can have this continuous exchange of ideas. I think we each have a lot to learn from the other.

Mr. Chairman, it is not my wish to monopolize the questioning this morning but I would like to confirm, while the Minister is here, whether or not this committee will have an opportunity to consider political autonomy when we have the bills before us.

Mr. LAING: Yes.

Mr. DINSDALE: I do not think we need to pursue it today because we have a bill amending the Yukon and the Northwest Territories Act which, I presume, will be handled adequately in the future.

Mr. LAING: Yes.

The CHAIRMAN: The Minister said yes.

Mr. DINSDALE: I would like to ask the Minister if he will be back when the question of the national parks is discussed?

Mr. LAING: I would like to attend all the meetings I can, and I will do my best to be here.

Mr. DINSDALE: I think the important issue here is the preservation of certain commitments, but we can pursue that at a later time.



The CHAIRMAN: Have you a question, Mr. Orange?

Mr. ORANGE: Mr. Chairman, I would like to pursue one thing Mr. Dinsdale said in respect of the bills.

Is it the intention of the Minister to refer the amending acts to this committee or the report of the Carrothers Commission?

Mr. LAING: Well, I had not thought about that.

Mr. ORANGE: I think there has been a little misunderstanding at this end of the table.

Mr. LAING: Well, I had not thought about that. If it is material I would see very little objection. But, I do not anticipate we are going to have the Carrothers report until August, and I would expect it would be presented to the House.

The CHAIRMAN: First?

Mr. LAING: I think so.

The CHAIRMAN: Are there any further questions?

Mr. ORANGE: Mr. Chairman, with respect to a statement that Mr. Laing made earlier with regard to the fact that some people think that the provincial boundaries should be extended to take in the north, it is only right that I go on record to say that those of us who live in the north would take a very strong stand on this. We are not the least bit interested in seeing ourselves become part of any province.

I would like to refer to another statement of the Minister when he referred to a gas line within the Hay River area. I assume he was referring to northwestern Alberta and not the territories.

Mr. LAING: It is close to the border.

Mr. ORANGE: But not within the boundaries of the territories. Could you tell us something about the federal government's negotiations with Quebec in respect of the Eskimo population in northern Quebec. As we all know, this was discussed quite actively at one stage but very little has been said recently. What is the present status?

Mr. LAING: When the original approaches were made by the province of Quebec you will recall that we said that we should only enter these arrangements after discussion with the Eskimo people themselves. We wanted a satisfactory attitude on their part before we would enter into such negotiations. This was to take over what has so far been only municipal responsibility. When the Department of National Defence left Great Whale there was an agreement made with Quebec on the acquisition of certain buildings and other equipment, which was providing, again, what were essentially municipal services. The Quebec government has opened two schools and I think they are holding grade 1 classes only at the present time. This was discussed with the Eskimo people. Our schools are still operating there. I believe they have a limited number of pupils attending their grade 1 classes. Industrial development is taking place

there now right up to the top at Sugluk, where a huge development if going to begin to mine asbestos and nickel, and they want to discuss a further extension of the services and to take over the responsibility in respect of these people.

Our attitude will be that we will be very happy to talk with the Quebec government but, again, we are going to insist upon full and complete consultation with the Eskimo folk before any changes are made in the present arrangements.

Mr. NIELSEN: I did not hear the reply to the question asked by Mr. Orange with regard to these two bills.

Mr. LAING: Well, I do not think I gave a very definite reply. In the case of the Carrothers report, I said that I thought it would be reported to the House first; with regard to the bills, if the members of the committee were to express a desire to discuss the bills I take it that there would be no attempt to refuse them. But, I think the House would have to pass a motion to refer the bills.

Mr. NIELSEN: Yes, this is so. But, this, of course, would not be necessary, I would suggest, if it were your intention to ask the House to refer these two bills to this committee. It makes a difference in what I would be proposing, if it is the Minister's intention to do this. If it is not I will have a different kind of proposal to make. I do not want to place the Minister in a position where his back is against the wall, in answering this question now, but I would like some indication of his intention.

Mr. LAING: Well, I would sooner have my back against the wall than my face. My back is not against the wall in this matter; I want to look at this and determine what is best—and, when I say that, I mean best for the territories. I will consider whether or not reference be made here. It very well could be.

Mr. NIELSEN: I spoke with the speaker of the Yukon Council this morning. He indicated that it likely would be the wish of the members of the council to appear before this committee in order to express their views and subject themselves to questioning by members of the committee not only with respect to the contents of the bills in question but also with respect to that phase of the Minister's responsibility which he covered on page 6 of his introductory statement, namely the Political Development of the Yukon.

I think it would be more expeditious if the members of the council could appear before this Committee while the bills were under discussion. I would imagine the members of the Northwest Territories Council—at least, the elected members anyway—would probably like to express their views. It would be more expeditious to hear them on the bills; but, if it is not the intention to refer the bills, then it would be more efficient if they were called to testify on item 1 of these estimates. Of course, this places me in the position where I have to make the necessary motion to the committee at the proper time. That is the reason I am asking for some kind of indication.

Mr. LAING: Would you give us a few days to think that one over, while we are leaning against the wall.

Mr. NIELSEN: I would be delighted but I would point out, Mr. Laing, that the Yukon Council is in session now and they are contemplating winding up next Tuesday, after which time, of course, they scatter to the four winds over an area of 207,000 square miles. Having regard to the distances to be covered and the expenses to be met, it would be more convenient—and I am sure the Minister is aware of these problems in the north—if we somehow could get word to them within the next day or two. I would be prepared to make such a motion now that the members appear on item 1, but I do not want to do that if it is the intention to have the bills before the committee.

Mr. LAING: When do you anticipate meeting again?

The CHAIRMAN: It would not be next week because of the Easter holidays.

Mr. NIELSEN: Well, we may or may not be getting Easter holidays.

The CHAIRMAN: We do not know about that yet. If there is no Easter holiday we could meet next week. But, if there is a holiday we will not be here.

Mr. NIELSEN: I think there was a pretty strong indication yesterday that we will be still here during the Easter holidays.

The CHAIRMAN: I may say, gentlemen, there are many other committees that are meeting at the same time and we must adjust our time. I am not in a position to suggest a date at the moment.

● (12:35 p.m.)

Mr. SOUTHAM: I think Mr. Nielsen has raised a very very pertinent question here as far as this committee is concerned. I can appreciate his deep concern. I am not from the North, but I am very interested in it. I have been on this committee for some time and I think this is a matter of very deep concern and if we could get a decision one way or the other it would be helpful.

Mr. LAING: I would not want to anticipate the work of the Council. They have been doing some work on the bills, and undoubtedly they will be discussing the matter and making their own representations to us, if they have any.

Mr. NIELSEN: As I have indicated to the committee, I was speaking to the speaker of the council this morning at ten o'clock. He indicated that it is extremely likely that members of the council will want to appear before this committee, either on the bill or on Item 1, in order to discuss the future politically.

Mr. LAING: They will probably acquaint us with that fact if they so determine.

Mr. NIELSEN: But I would like to make the motion now if it is the time to do so. The choice, of course, depends upon the intention of the government with respect to reference or non-reference of the bills to the committee.

The CHAIRMAN: I regret to say, Mr. Nielsen, that I cannot entertain a motion at this moment because we have no quorum right now.



Mr. NIELSEN: Then we should not even be talking.

The CHAIRMAN: The non-existence of a quorum happened in the last couple of minutes.

Mr. NIELSEN: Does that not terminate our discussion?

Mr. LAING: I think the committee which was called to discuss the estimates of the Department will have to have a motion from the House referring the other matters to it.

Mr. DINSDALE: I might add, Mr. Chairman, that during the discussion at the resolutions stage I suggested to the Minister that this would be a good course, particularly in view of the unavoidable absence of the hon. member for the Yukon. We had a very congenial atmosphere in the House the other night following the storm, and I did enter the caveat that the member for the Yukon would like to have said something at the resolution stage but was unavoidably absent and would reserve that opportunity until the bills appeared before the committee.

Mr. LAING: I think a resolution here would not be in order. I think you have to get a House resolution.

The CHAIRMAN: We have no quorum now so I declare the meeting adjourned.



HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. H. BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

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FRIDAY, APRIL 29, 1966

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LIBRARY  
Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

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WITNESSES:

The Hon. Arthur Laing, Minister of Northern Affairs and National Resources; *and from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

\*Mr. Alkenbrack,  
Mr. Allard,  
Mr. Berger,  
Mr. Blouin,  
Mr. Dinsdale,  
Mr. Habel,  
Mr. Haidasz,

\*Mr. Hales,  
Mr. Horner (*Jasper-  
Edson*),  
Mr. Howard,  
\*Mr. Hymmen,  
Mr. Laprise,  
Mr. Legault,  
Mr. Lind,

Mr. Mather,  
\*Mr. McKinley,  
\*Mr. O'Keefe,  
Mr. Nielsen,  
\*Mr. Reid,  
Mr. Roxburgh,  
Mr. Simpson,  
Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*On April 28, 1966, replaced Messrs. Bigg, Cadieu (*Meadow Lake*),  
Granger, Gundlock, Isabelle, LeBlanc (*Rimouski*).

## ORDER OF REFERENCE

THURSDAY, April 28, 1966.

*Ordered*,—That the names of Messrs. Reid, Hymmen, O'Keefe, Hales, McKinley and Alkenbrack be substituted for those of Messrs. Isabelle, LeBlanc (Rimouski), Granger, Bigg, Cadieu (*Meadow Lake*) and Gundlock on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

FRIDAY, April 29, 1966.

(3)

The Standing Committee on Northern Affairs and National Resources met this day at 9.27 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Alkenbrack, Badanai, Dinsdale, Habel, Hales, Haidasz, Hymmen, Horner (*Jasper-Edson*), Howard, Legault, Mather, McKinley, O'Keefe, Nielsen, Reid, Roxburgh, Southam (17).

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; *from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

The Chairman reported formation of the Subcommittee on Agenda and Procedure with the following members: Messrs. Badanai, Orange, Dinsdale, Howard, Laprise (5).

It was agreed that Item 1 of the main estimates of the Department of Northern Affairs and National Resources would be allowed to stand.

The Chairman called Item 3 of the estimates:

3. Resources Development, \$1,056,600.

The Minister was questioned, assisted by Messrs. Côté and MacDonald.

Item 3 was carried.

The Chairman called Item 15 of the estimates:

15. Natural and Historic Resources, Administration, \$15,587,400.

The examination of the witnesses still continuing, the Committee adjourned at 10.55 a.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

*(Recorded by Electronic Apparatus)*

FRIDAY APRIL 29, 1966.

• (9.35 a.m.)

The CHAIRMAN: We now have a quorum. I wish to announce the composition of the steering committee: Mr. Dinsdale, the former Minister of the Department of Northern Affairs and National Resources, Mr. Howard, Mr. Orange and Mr. Laprise. I hope you will all agree that it is a good Committee and that you can trust them to handle any situation that may occur. I hope that everything will be in order and in accord with our customary practices.

At our last meeting we were on item No. 1. Now, I presume that we should leave No. 1 standing and proceed to Item No. 3. The Minister, the Hon. Mr. Arthur Laing whom everyone knows now, and Mr. Côté and their officials are here to answer questions.

We shall begin this morning with Item No. 3, the details of which are on page 335. The amount is \$1,056,600.

### DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES

Resource Development Administration, Operation and Maintenance including a contribution to the Canadian Council of Resource Ministers in an amount equal to one-third the aggregate contribution of the provinces but not exceeding \$84,000, and grants as detailed in the Estimates, \$1,056,600.

Are there any questions the members wish to ask the Minister or his officials about the expenditures covered by Item No. 3, page 335?

Is there any discussion or any questions on Item No. 3? Shall Item No. 3 carry?

Mr. DINSDALE: I would like to ask one or two questions on Item No. 3. It deals with the Council of Resource Ministers. Now, the original plan, with respect to the Resource Ministers, was to carry on a series of conferences that would deal with problem areas in the field of renewable resources and, I understand, that the next step forward in this regard will be the pollution conference which will take place in Montreal next fall.

Now, in connection with the planning, I presume that there is a steering committee made up of the members of the council. I am just wondering about the informational aspect. It seems to me that an important part of conferences of this kind is to get information out to the public in order to develop a



favourable climate of public opinion in support of urgently needed efforts to deal with this problem of pollution. Now, what information program is contemplated in preparation for the conference?

Hon. ARTHUR LAING (*Minister of Northern Affairs and National Resources*): Well, Mr. Chairman, this is, I think, one of the major and more promising things that the Council has been able to do. I might say, at the start, that this section has been removed from my department and transferred to the Minister of Mines and Technical Surveys.

Mr. DINSDALE: The resource ministers?

Mr. LAING: Yes, the Resource Ministers Council. But we have advanced to the point where we are assured that this is going to be a major contribution to the discussion on this continent of this very serious problem. A very splendid organization has been set up. The papers will be, probably, some of the best papers on the subject ever given anywhere. There has been complete co-operation between ourselves and organizations that are interested in this and whose occupation it is to look after pollution matters at all levels of government. I think we will all agree that probably the most effective control today rests in civic hands in respect of this problem of pollution of water, of soil, of air and so on. We are told in the last report that I had, and I have kept in touch with it fairly well, that splendid progress has been made.

Now, you ask about publicity. There has to be a limit put on those who can attend because of facilities in Montreal. We have had already some difficulty of apportioning the commissions that are required to go. So many industries in Canada want their people represented there because I think they rather imagine they are going to be confronted with some cost today in their industry that they have not had in the past. I think a division has been made in respect to that, so many to each provincial government, so many to ourselves and so many to the civic governments and various organizations. It is tremendously in demand and while probably insufficient has been written to draw public attention, I am assured by Mr. MacDonald, that this will be done. However, in addition to that, all of the papers will be in print, of course, afterwards and we hope, Mr. Dinsdale, that it will be a document that will do honour to the '61 conference. I keep on repeating my admiration for what was done there.

Mr. DINSDALE: Just one more question along that line; is Mr. Walter Gray still connected with the Council as Information officer?

Mr. LAING: No, Mr. Walter Gray has gone.

Mr. DINSDALE: Mr. Gray did an excellent job in anticipation of the 1961 conference. I think he was one of the spark plugs of the newspaper publicity. I take it he is no longer associated with the Council. Who is handling that work now?

Mr. J. A. MACDONALD (*Senior Assistant Deputy Minister, Department of Northern Affairs and National Resources*): The information program in connection with the pollution conference is well advanced. I think Walter Gray had a great deal to do with it before he left but he is now with the *Toronto Star* editorial board. I do not think they have made a replacement for him but, as the Minister said, we are no longer in intimate contact with that aspect.

Mr. DINSDALE: I would presume that he will be replaced in due course?

Mr. MACDONALD: I should think so.

Mr. DINSDALE: Will this be discussed under Mines and Technical Surveys?

Mr. MACDONALD: I would surely think so.

Mr. HALES: Mr. Chairman, I am looking at page 336 in Estimates for 1966-67 and I am looking at item, "Exhibits, Advertising, Films, Broadcasting and Displays" which shows an increase of roughly \$75,000 over last year. I am sure the Minister or someone would like to explain what this is for and secondly, in the same area, "Telephones and Telegrams" show an increase of \$6,000 over a year ago and thirdly, "Construction or Acquisition of Buildings and Works" for \$11,000 which did not appear last year. No doubt there is some new building or something there. Maybe those three could be explained?

Mr. LAING: Primarily this is an attempt on our part to bring the almost unbelievable interest in mining in the north country that is going on at the present time to the view of Canadians in southern Canada. This is for the production of films. We have \$100,000 for the production of a film of potential resources to stimulate investment and interest in the north. There is \$100,000 in that alone for films.

Mr. HALES: Entirely films?

Mr. LAING: Yes, a film.

Mr. HALES: Why this increase of \$75,000 over a year ago. Were we not doing a sufficiently good job last year?

Mr. LAING: The outbreak of staking if I may so describe it, has been less than a year old. I have not got the figures on staking with me but I think we had 17,000 licenses taken out in the Pine Point area alone. There is an immense staking rush and a tremendous interest owing to the obvious things that we all know about up there. We want to let people in southern Canada have a look at what is going on.

Mr. MACDONALD: On the amounts of difference between years, you do not spend an even amount. This is due to the actual pace of filmmaking. There are three new films contemplated and the bulk of the work will be done in the coming year by the National Film Board.

Mr. LAING: This extends to the Yukon as well.

Mr. NIELSEN: Well, what films are being made and what do they deal with?

Mr. MACDONALD: They have not quite been firmed up. We have had tentative script proposals from the National Film Board. The primary emphasis will be on resource development. We hope one will be pitched primarily at the business community who are the investors in Canada with, as much as possible, world wide distribution through the National Film Board.

The other one will be an attempt to disabuse, in a sense, some of the probably false impressions about life in the north which hit at the problem of getting people to come and live and work there and the labour supply in the

north. But these are not firm, other than that the Minister has made a policy decision that we should increase the emphasis on this kind of communication.

Mr. NIELSEN: You say there are three films. Is one directed specifically at the Yukon resource development, one at Northwest Territories resource development and so on, or just what is the specific nature of these films?

Mr. MACDONALD: We are waiting for final script proposals from the National Film Board. They are, you might say, the professional advisers as to how to treat them. What we are trying to say is that the Minister wants the business community to get more information about the potentials, particularly at this time when it seems that we are moving to a threshold point in the availability and the markets for the products. Now is the time to sort of reinforce success. We have given that commission to the National Film Board, they have given us some tentative ideas; they have gone back and we expect, very shortly, to have the firm proposals. They have not, however, given us the details as to how they have arrived at it.

Mr. HALES: Will the films be made by the National Film Board or a contract let outside?

Mr. MACDONALD: The National Film Board. They seem quite excited about the possibilities too, and they think that one of their proposals, particularly, may well have considerable world wide interest in their distribution channels.

Mr. NIELSEN: Will the subject matter of the films cover all aspects of resources development including, as well as the mineral industry, the tourist industry?

Mr. MACDONALD: Yes, yes.

Mr. LAING: I would hope that, rather than paying attention to boundaries, we do it by headings of subjects in respect of both the Territories and the Yukon. In other words, the Canadian north, north of 60°. I think we will do better if we do not do it on a geographic basis as the general applications are similar across the country, but by subject headings: the ability to live there in comfort; the beauties of the country, the resources, and so on.

Mr. O'KEEFE: I notice that Northwest Territories and the Yukon have been mentioned. Has any consideration been given to Newfoundland and Labrador?

Mr. LAING: Well, we are doing this in parks. We have a film in respect of our parks. I wanted the western parks to be filmed first but the Department saw otherwise, so we are doing the Maritime parks first.

The CHAIRMAN: Any further questions on Item 3?

Mr. HALES: On Telephones and Telegrams, I would like to question the increase of \$6,000. Why is that necessary?

Mr. LAING: I think it is the installation of telex, primarily. There is a tremendous activity there. Not so many years ago, it was my experience and I am sure it was Mr. Dinsdale's that you did not get messages from there very often. But, with the activity there today, there is a tremendous increase in messages and we have to keep in touch. You get differences of opinion in a



staking rush and there has been a need for fast reliable communication with Ottawa.

Mr. DINSDALE: Is it true, Mr. Minister, that the telephone communications just went in, in the last few weeks?

Mr. LAING: Yes, in the case of telephones, but general communication has been extended and improved also.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): I might say in that regard, Mr. Chairman, that in so far as this particular item is involved, there are two aspects. One is the telephone service charges. The government, by and large, has been recently charging the various departments a proportionate amount for long distance telephone calls. We are now able to dial direct over the government system out to the various central points in western Canada and to the north. We are providing for that sort of expenditure. There will be a land link down to Inuvik this late August and we are providing for that as well and we will be in telex communications. By the development of the telephone and telex communications, the Department is now getting into closer contact with the various remote areas and is now going to be able to decentralize the administration a good deal more because of these telex and telephone communications. On the whole, we have reviewed recently, department-wise, what savings could be effected as the result of this and while the costs are going up each year in what has been allocated to the various areas, we are convinced that there are savings of several tens of thousands of dollars to be effected gradually, commencing this year in the total expenditures on telephone and telex. It does not mean that the level of activity will not be higher, it is going to be higher but we are going to be able to reduce the costs from what they would be if we were doing the same thing by ordinary telegram or ordinary long distance telephone calls.

Mr. LAING: Mr. Chairman, in reply to Mr. Hales also, I think we probably put it on the record already but the total production of minerals in the Northwest Territories in 1964 was \$17 million. In 1965 it was \$72 million. I will prophesy this year it will be over \$100 million. The fact of the matter is, they have more to talk about. There is a lot of activity on this.

Mr. HALES: I thought we put this direct dialing system in to save the government money, not to spend more money. I am from Missouri, I want to see in next year's estimates where you save any money. I venture to say it will be increased rather than saved.

Mr. LAING: May I point this out to you. The C.N. telecommunications, in order to put that service in, spent \$22 million.

Mr. HALES: Is this part of this increase?

Mr. MACDONALD: I think, sir, we must point out that under this heading which is called "resource development" you have got to get in behind the things the deputy said which are the over-all efficiencies and costs, one hopes. But in this particular area that is a direct reflection of the increased economic activity in the north, the staking, rush and all the administrative details that follow

from that. So, while we may be getting a cheaper unit rate, we do have increased volume and we would expect this area is going to grow because this is the growth area.

Mr. HALES: Well, it just seems an increase here and an increase there. This whole Department, in the one section, vote 3, is showing an increase of \$239,000. We picked out the three which show the largest increase, and so it goes in all departments of the government. I am one of those who look for reductions in some departments.

Mr. LAING: Mr. Hales, I have had a constant job of convincing people from central Canada that that is the area of the new industrial explosion.

Mr. NIELSEN: Mr. Chairman, I wonder if perhaps the Minister could qualify the point whether the bulk of these charges are of a capital nature or an operational nature?

Mr. MACDONALD: In this vote they are operational.

Mr. NIELSEN: I think it is fair to say that I do not know what the figures are for the Northwest Territories but in the nine months ending March, the number of claims staked in the Yukon were three to four times as great as the whole of the previous three years. Now, I imagine in the Northwest Territories it was similar, was it not?

Mr. MACDONALD: It is really quite remarkable. One just must expect an increase in the activity of an organization that is dealing with the economic growth of the north. We must cater to the business element and the activity that is going on.

Dr. HADASZ: Mr. Chairman, regarding the local telephone service, would someone be able to tell us what company supplies the local service?

Mr. CÔTÉ: In the Mackenzie, it is the C.N. Telegraphs and in the Eastern Arctic, it is the Bell Telephone.

Mr. HOWARD: Mr. Chairman, there is not an item here, I should say—of contributions to the provinces with respect to camp grounds and picnic area development. Let me exhibit my ignorance by asking why the elimination of the amount? Also, what of what I thought would be an item included under "resource development" regarding the question of the so-called roads to resources program? I would like to find out, first, where it is or what happened to it.

Mr. LAING: It is a similar program to the roads to resources. It had a time limit and most of work, I am told, has been completed although we have had appeals from one or two provinces to extend it and, indeed, I think we have made certain concessions to one or two of the provinces that did not get their applications in on time. One or two are still pending. It was a program on which they were given a time limit to make their applications for these roadside parks and a great deal of work has been done. We are phasing it out. Also, in addition to that, Mr. Howard, it is transferred to the other department.

Mr. HOWARD: To the Department of Mines and Technical Surveys?

Mr. LAING: Yes.

Mr. HOWARD: What about the roads to resources?

Mr. LAING: The same thing.

Mr. HOWARD: You are being shorn of your responsibilities in the development of Canada.

Mr. LAING: We have enough. I notice the budget is up about \$80 million.

Mr. NIELSEN: Mr. Chairman, to get back to communications for a minute, could you break that figure down as to what portion is being charged to the Yukon and what portion to the Northwest Territories?

Mr. MacDonald: We would have to get that information from the charging authorities. Our estimates do not show the source of origin. It is billed to us from the companies.

Mr. NIELSEN: Are these available?

Mr. MacDonald: We will try to get them.

Mr. NIELSEN: Without any intention to hold up the passing of this item, would you please undertake to give us that information sometime during these proceedings? One question further, would it not save costs to consider favourably the suggestion that has been made on several occasions, in the Yukon, to decentralize your administrative function in Ottawa and locate, on site in the Yukon, the administrative process of the resource function, for instance, the lands function and all the resource function, including oil and gas leases and so on? May we have the Minister's opinion on that?

Mr. MacDonald: We are making considerable progress in separating those things which can be most effectively decentralized and located on the ground for quick response. We are increasing the communication capabilities so that we can deal with the other matters, but there is still a large aspect of what we call the development of the resources which must be done not only on a nation-wide basis, but on a world wide basis. Oil and gas are an example. We are trying to arrive at what we think is the optimum combination of delegation and the building up of the group here of an economic staff that will be in touch with the Economic Council of Canada, the other resource departments and the industries, nationally and world wide, so that we can keep a linkage between the development of the north and not only, as I say the country, but the world. The resources of the north, I think, might be called world wide resources. They are the basic extractive industries which must be, like many of Canada's other great resources, developed for world markets.

• (10.05 a.m.)

Mr. NIELSEN: This is based on the premise, however, that it is the long-range intention of the federal government to retain for evermore control of northern resources. But I take it that the intention of the Minister and of the Department eventually is to create an eleventh and a twelfth province of the areas in the north, and that eventually administrative function will pass to these areas. Would it not be wise to commence along this road now, particularly with regard to those aspects of resource development where the administrative function can be decentralized to the north, specifically in the Yukon?



As the Minister is aware, a large part of that function is now centralized there; the recording of mineral claims in Whitehorse, for instance. Lands, of course, are still administered here; northern gas is still administered here, and so on. I wonder if the Minister would perhaps give his views on what his long-range thinking is in this connection?

Hon. Mr. LAING: I would think that our present position and our present attitude towards the resources that lie there would regard us eventually as a custodian for the resources for the benefit of the people within those areas. In other words, I have been called the Minister of Northern Affairs and National Resources, and I have had people in various parts of Canada ask me where those national resources are. We are fully aware that the resources within the provinces are the responsibility of the provinces in which they lie, and the provinces are very jealous of these resources, understandably so, because they rely upon them for their economy. But in the Northwest Territories and in the Yukon, unmistakably, the resources are the resources of the national government held, I hope, in some measure of competent trust for the people who are there now and will eventually constitute a form of government different from that which exists today, but there is the timing on these things, and so on.

Our view is that the primary interest, our main concern, is to get development now. Mr. Nielsen knows that the council as present constituted there has not got the revenue to do this job. I have said—and I do not think that the people, the residents were very happy when I reminded them—that they were a deficit area. We are putting a great amount of taxpayers' money of southern Canada into those areas every year—we have been doing it for a great number of years—but we have every confidence we are going to get it all back. When the resources are developed, the investment is taken there, there is a base then for the people to enjoy the income from the development of those resources. But we are at the discovery stage, not at the realization stage, at the present time.

Mr. NIELSEN: Specifically, if I might just ask one more question on this. The federal government in its wisdom has seen fit, for instance, to decentralize the administration function with respect to the recording of mineral claims, all of the administration with respect to the processing of the registration of mineral claims, and so on, in the Yukon. Now, the land in the Yukon—207,000 square miles of it—has already been discovered. Communications are responsible for unreasonable delays in the obtaining of interest in land in the Yukon. The Minister is aware of the very grave problem this presents in respect of someone who wishes to obtain title to or interest in the land, without these delays. In some cases they have taken, as he knows, two and three months to obtain a 50 foot by 100 foot lot, of all this area.

Mr. LAING: Is that all?

Mr. NIELSEN: Well, it has been my experience.

Mr. LAING: I was told nine months.

Mr. NIELSEN: I was being conservative.

The feeling is that if the administration function were taken from Ottawa, to use a well-worn phrase, 4,000 miles away from the sites of the land, and

placed on site with administrative officers being clothed with the authority to perform those functions in the Yukon, that are now being performed here, all of these delays, caused by the communications problem, no matter how advanced we are in technological improvements in those communications, would disappear. Applicants would be able to obtain much more expediently and efficiently the interest that they desire on land.

I am sure the Minister will agree, in any development, that it is desirable to accommodate industry and other applicants who wish to obtain land to go ahead with this kind of development. So in this specific area, for instance, lands administration, could we not embark along the road to decentralization.

Mr. LAING: Mr. Chairman, in reply to Mr. Nielsen, I will say this: the most constant and convincing complaint that I have had is in this area. People tell me that it is almost impossible to get any action with respect to acquiring land, and we have that act under very active consideration now and we are contemplating the means whereby we can do, as quickly as we can, what he has in mind; in other words, to transfer the responsibility there so that quicker action can be taken.

Mr. HORNER (*Jasper-Edson*): I would like to ask a question or two with regard to this camp ground and picnic area development. Does the Minister not feel that it might be wise to put a last push on in this program to have these camp grounds finished and cleaned up for centennial year, next year?

Mr. LAING: In answer to Mr. Horner, I would say that we think a very, very good job has been done and I know that the provinces are very happy with the effect. I think that in the province of Alberta I saw the other day there were some 560 roadside camp grounds, and I do not know how many we have in British Columbia. I think—well, I am not sure—there are a great many. The provinces seem to be very well pleased. I do not know whether he is suggesting an extension of a program. In any case, it has been transferred to the other department.

Mr. DINSDALE: I would like to ask a question about the items that have been transferred to the other department.

It has been intimated that we will be able to discuss the question under the estimates of the Department of Mines and Technical Surveys but I am just wondering how that is going to be accomplished inasmuch as they will not be listed under the estimates as they stand for 1966-67. Is there going to be a special arrangement which will make it possible for the Committee dealing with Mines and Technical Survey's estimates to deal with items that are listed under Northern Affairs' estimates, or how is it going to be carried out?

Mr. MACDONALD: I think in each committee the procedures are fairly flexible. It simply will be a fact that the Minister is now responsible for the programs as a result of the Order in Council—and that has been in effect since January 1, although the legislation and names have not been altered yet—

Mr. LAING: Probably Mr. Dinsdale has a point here. The other Committee is sitting now and I would be interested in knowing whether this appears in the estimates of the other department.

Mr. ROXBURGH: Would the Minister give us, actually, what has been taken from the Northern Affairs Department. I thought Mr. Horner's question came under this department. We must have something to go by and know where we stand. I know myself that I have been interested in both but you cannot cut yourself in two and be in both places; it is pretty hard.

Mr. MACDONALD: All those resource responsibilities of the Minister which apply in Canada south of sixty, have been transferred to, what might be called, the general resource department; which will be called, I think, the department of energy, mines and resources.

Mr. NIELSEN: It goes beyond that.

Mr. MACDONALD: I am talking now of resource matters of the kind such as camp grounds, roads to resources, and so on. The other main function that has been transferred is that with respect to the water resources branch.

Mr. NIELSEN: The resources lying in Arctic Canada above sixty, and north of the boundary line on the west side of Hudson Bay and so on—

Mr. MACDONALD: —I did not go into the little jiggle down the bay but roughly speaking the Minister—

An hon. MEMBER: It is an important jiggle.

Mr. MACDONALD: Well, I wanted to avoid having to try to describe it.

But the Minister remains responsible for resource developments in the Northwest Territories, the Yukon and that portion of Hudson Bay lying across the line described, and the remainder is under the minister of energy, mines and resources.

Mr. ROXBURGH: Is it just the roadside parks on a national scale that come under the other department.

Mr. MACDONALD: Yes.

Mr. ROXBURGH: Just roadside parks?

Mr. LAING: Not the national parks.

Mr. MACDONALD: Those shared costs programs which involve contributions to other levels of government, in Canada, for resource development of one kind or another.

Mr. HALES: Could we not have Mr. Roxburgh's question answered more fully? There has been quite a change in this department in what you have taken on and what you have got rid of. For instance, Indian Affairs are now in your department, is it not? Well, can we not have a complete set-up so we know where we are at with respect to this whole change in the department?

The CHAIRMAN: Well, we have no jurisdiction for Indian Affairs.

Mr. HALES: Excuse me, I guess I am a little out of order. You are on Item 3, this should have been under Item 1. I was not here and likely it was discussed. I am sorry.

The CHAIRMAN: Well, I allow the question.



Mr. DINSDALE: Item 1 still stands, I believe.

The CHAIRMAN: It still stands, yes.

Mr. HALES: I do not wish to be out of order; it was answered. I will get the information.

Mr. MACDONALD: In very brief form, those functions dealing with general resource development, south of sixty, if I may put it that way, and responsibility for energy and development and so on, have been grouped under the new department of energy, mines and resources. The Minister is responsible for the Northwest Territories, the Yukon, the development of the resources, the economic development of the north and the welfare of the indigenous peoples and in addition, for the Indian Affairs branch and the welfare of the Indian peoples.

The water resources function, along with the other general resource functions south of sixty, have been transferred to the new energy resources department. So in net effect it has been the subtraction of the water resources branch, and the small programs of shared costs to the provinces for picnic grounds and roads resources have been subtracted and the Indian Affairs branch has been added.

Mr. LAPRISE: Where is the department of tourists?

Mr. MACDONALD: Well, that was transferred much earlier to the Department of Trade and Commerce under the Travel Bureau.

Mr. NIELSEN: I am sorry to interject again on this matter but I think the witness has left out a very important portion of the resource responsibility that has been transferred and that has to do with certain of the islands that did lie previously within the Northwest Territories jurisdiction, and certainly the potential offshore rights of those islands, and so on, which have been transferred. So, in effect, you have a small, at least, duality of resource responsibility here in two different ministers. Perhaps it might be convenient at the next Committee meeting to have a map available showing the boundary as described in the Order in Council transferring this jurisdiction so members would have a clearer picture of just where the delineation and responsibility lie.

The CHAIRMAN: There are no further questions on Item No. 3. Shall Item No. 3 carry?

Mr. DINSDALE: I would like to support what Mr. Nielsen has said. If we could get a map it would be helpful.

The CHAIRMAN: Yes, they promised a map.

Mr. DINSDALE: I think part of the confusion arises from the earlier reorganization that took place in March of 1965, when the new resource development branch came into the department. Now, has this been superseded by this further reorganization or does the set-up that was laid out at that time still persist in the Department of Northern Affairs?

Mr. MACDONALD: I think, sir, one must look at the creation of the resource development branch within the then national resource side of the Minister's portfolio. The new energy, mines and resources department must be looked at as a straight line development with the former preceding the latter. The



resource development branch, in consequence, in the degree that it had been developed, which is not very far along the road, has been transferred to the new department of energy, mines and resources. We have reconstituted the equivalent of the former economic adviser's office of the old department as a result of the separation of the resource development branch from our department and we have grouped that with the resource management division which is concerned with the management of the resources of the north into what we now will call the resource and economic development group whose primary task—largely out of this vote—will be to perform the staff and administrative function involved in resource management and economic development of the north in line with the Minister's realigned responsibilities as the Minister responsible for the administration and development of the resources of the north. So we have regrouped the staff function in the department accordingly. In effect, the organization referred to in what you were looking at there has been superseded by the creation of a new department concerned exclusively with what might be called the general resource function of the Government of Canada largely vis-à-vis other levels of government.

Mr. DINSDALE: But you can understand the confusion of the Committee because this change was made only last March before we had a chance to deal with it in the House; a further reorganization takes place which seems to upset the applecart completely.

Just one further question. In the general statement that the Minister made with respect to his resources and responsibilities he referred to the prospects for the Crest exploration discovery in the Yukon Territory and I wondered if the Minister could be specific as to what the prospects are for the development of this rich iron ore body that was discovered some years ago, and particularly the results of the investigation with respect to railroad transportation for this ore body?

Mr. LAING: Mr. Chairman, the great value of this property of course is its size. We are told reliably that there are 22 billion tons of iron ore in one piece, the biggest find of iron ore, I think, ever recorded in the world. It is of pretty good grade. Were it on tidewater it would be developed at once, of course. It is about 49 per cent grade. Unfortunately the railway to tidewater would be some 420 miles from its location which is on the Arctic Circle where the Yukon meets the Northwest Territories. The deposit is partly in the Northwest Territories and partly in the Yukon. It would appear, geographically, that a market for it would more easily be found in Japan than anywhere else. The Japanese have been interested. They have been there now three or four times and they indicate to us that they are as much interested today, and probably more, than ever before. There have been indications that they would like to be assured that it could be put in a position for sale by 1970 which is not very far away. We joined with the CNR in a very simple survey to determine the feasibility of a railway.

An hon. MEMBER: The CNR and Crest?

Mr. LAING: That is right, the CNR and Crest.

As far as the location is concerned and the base for a railway, there is no question that a railway can be built. But it would be a very expensive railway.

its development depends upon volume. You have to get up to a sale, I would think, in the nature of 4 million or 5 million tons per year. The nature of its sale is going to depend upon beneficiation because I do not think that ordinary iron ore, 49 per cent, with some impurities in it—there is a little phosphorus in it—could carry the freight. I think you have to get an article—either iron powders, sponge iron, or something of this nature—to carry the freight to seawater.

The company—because the owners of the property are Standard of California—and indeed they found the property when they were drilling for oil—and others, are redoubling their efforts to locate a source of energy close enough to make it economical to beneficiate. The key now, in the view of the company, and in the view of the would-be Japanese buyers, is the location of energy to beneficiate there. And if that happens, we are very, very optimistic. There is a great deal of exploration going on now in respect of either oil or gas.

Mr. DINSDALE: The railway would be much more expensive to build than Pine Point.

Mr. LAING: Oh, yes.

Mr. DINSDALE: But, would you consider that the economic impact to this area, the Yukon, would be similar to that of the Pine Point railway in the lower Great Slave Lake area?

Mr. LAING: It would be greater. In other words, we are talking here about an investment of about \$1 billion if it goes—and some people who are far more knowledgeable, I think, than any of us around here are—are talking about when it goes. It is a very great source of ore and the Japanese have indicated to us that they are desirous of having this ore even though iron ore today seems to be in a buyer's market. They like a variety of ores and they like a variety of sources of ores. They have indicated to us that within ten years they will require some 50 or 60 per cent more ore than they are using at the present time. There is a big expansion in their steel industry.

Mr. HOWARD: If there is the volume of ore there that has been indicated, and if there is a willingness to spend a billion dollars in putting a railway into it, indicating its volume is tremendous, would it not be much more sensible for us, perhaps not through this Department, but through one of the Minister's colleagues, to use this along with other iron ore mines that exist, and properties that exist, to see whether or not we cannot develop a smelter somewhere in western Canada, so that we can be smelting this and making our own steel, instead of shipping the ore, the concentrates, over to Japan and then importing the finished product back again.

Mr. LAING: Mr. Howard is fully aware that the great cry on the Pacific coast for years has been to get a great big steel mill. But when you are dealing in items which Mr. MacDonald well describes as being world wide interest items, you have to sell the article that the buyer wants to buy. Every seller has to find a buyer, and the buyers in Japan do not want steel; they want to sell steel. They want iron ore to make steel. At this formative stage in Canada you have to pay more attention to the buyer than I hope we might have to do 50 years from now.

Mr. ALKENBRACK: Does the railway need an extension—

Mr. LAING: No.

Mr. HOWARD: Mr. Chairman, surely Japan is selling its steel or the steel that it hopes to produce somewhere on the world markets. We can search out markets for steel just as well as we can for iron ore.

Mr. LAING: We have a growing steel industry in Canada. It is growing very rapidly at the present time. In those areas where they are producing steel in Canada they had the same experience that we are having at the present time in western Canada.

Mr. HOWARD: If the Minister would prosecute this matter of the steel mill with the same intensity that he did when he was the leader of the Liberal party in British Columbia, we might get some place.

Mr. LAING: I do not think that I talked about a steel mill, did I? I think it was copper.

Mr. HOWARD: I heard the minister many times.

Mr. LAING: Well, we have a steel mill on the coast now and it is going to be a considerable one. Fortunately, it is in my riding.

The CHAIRMAN: Shall Item 3 carry?

Mr. NIELSEN: I would like to ask a question along the lines that Mr. Howard opened up.

The Minister announced in the House the commencement of a study with respect to the feasibility of a smelter in the Pine Point area. He will recall that when the Leader of the Opposition replied to his announcement, he suggested that study might be extended, or a similar study carried out with respect to the establishment of a smelter in the western north in the Yukon. The Minister said he would, I believe—if my recollection is right—consider the matter. Could he inform the Committee whether that particular study will be extended, or whether there will be an additional study with respect to smelter feasibility in the Pacific Northwest or in the Yukon?

Mr. LAING: Well, in reply to Mr. Nielsen, Mr. MacDonald reminds me that it is our hope that some of the findings out of the purchase of the surveys investigating Pine Point may be applicable to the Yukon. I do not want to go beyond that because Mr. Nielsen is as aware as I am of the rather tremendous things that are going on in the Yukon at the present time. I do not want to say anything that would affect, or in any way relate to, the discussions that we are having with people who are interested in the Vangarda area. I am most hopeful that we can bring off there a very, very large investment because they are locating ores there that, in values, appear to be comparable to what has been found in Pine Point area.

The large companies concerned have been in close discussion with us. They intend to give us a preliminary report, I think, towards the end of May and we may have, I hope, good news for the Yukon; that we would have this before 1966 is out. Now, I think Mr. Nielsen is aware of all these things, as much as



I am, and I think that he would agree with me that we must co-operate in every way in order to get this tremendous hope that we have there and we should know in 1966.

Mr. NIELSEN: For the information of the members, and in keeping with the security of this kind of affair, this kind of discussion, could the Minister go so far as to say that the government, through his Department, is having discussions with industry with respect to the feasibility of establishing smelting facilities and power facilities in the Yukon?

Mr. LAING: Yes. I would go that far and the use of the word "smelter" did not originate with us but rather with the investors there.

The CHAIRMAN: Shall Item No. 3 carry?

Mr. DINDALE: One more question, if I may, Mr. Chairman. With respect to the Rainbow oil discoveries, could the Minister say anything further—

Mr. LAING: The Minister has said enough.

Mr. DINDALE: —regarding the prospects across the border in the Northwest Territories?

• (10.35 a.m.)

Mr. LAING: Since Mr. Dinsdale has raised this, I want to say that I was talking at a time when I thought that I, and we, could get as much as we possibly could out of the general field or a reef, as it is called, which I was hopeful extended into the Northwest Territories from that great location in Northern Alberta. Mr. Dinsdale will be interested in knowing that at our last offering we obtained what is the second highest cash bonus of \$4,300,000 for an area in the Northwest Territories. When the companies pay that sort of money, I think that we may depend upon it that that reef extends into the Northwest Territories. It seems to be now developing as a very senior oil field in Canada and I notice some sales made by Alberta yesterday again which were very very high. There has been a tremendous amount of money taken in there and we are hopeful, out of the geology that we are presented with, that the extension will be very deep into the Territories and, indeed, probably proceed down the MacKenzie where oil companies are drilling now and drilled last year. It looks as if we will have ample quantities of energy in the area to do a great many things with and for sale in addition.

Mr. DINDALE: I suppose the Frobisher Bay iron ore stands at about the same level of progress, or are there immediate prospects for development there?

Mr. LAING: I might say this is the Mary River project behind Milne Inlet, I think some 60 or 80 miles in from the indentation by the sea. We have had very good co-operation from the Department of Transport because this is one of the tremendous things that has happened in that country and then, suddenly owing to nature, you seem to be cut off. This is a very large property of iron ore, again, probably the best iron ore found anywhere in the world. This stuff is 69 per cent absolutely free of any impurity whatsoever. It is just about as close to pure iron as you can get. There is a immense quantity up there. There are companies in the world that want it desperately because it is direct feed for furnaces. If it were properly located, where we would locate it if we



had anything to say about it, it would be developed at once, of course, but it is about 80 miles from the inlet and the inlet is full of ice and we are restricted down there to what appears to be ten weeks of shipping. Transport put an icebreaker in there last year to assist and make some tests and this sort of thing. The company tells us, if they can get 12 weeks of shipping, they will develop it, and they have already, as Mr. Dinsdale knows, spent a considerable amount of money there and they are spending quite a bit today. They are assuming it is going to be developed and the icebreaker is going in again this year and various assistances will be given. They are in touch with shipping companies, with an idea that some of the companies today are building vessels which, in addition to carrying tremendous quantities of bulk, will do some icebreaking of their own. We know the Scandinavian countries are doing this. So that is very hopeful indeed. There is an airstrip there in which, I think, we participated financially with the company. They are putting in a second airstrip now down at the beach and they have a road and it is coming along very well indeed. This is Baffin Land Iron Works that you are speaking of.

Mr. DINSDALE: Murray Watts discovered it.

Mr. LAING: Right.

The CHAIRMAN: Shall item 3 carry?

Item agreed to.

Mr. CÔTÉ: Mr. Chairman, before we conclude this item, in answer to the question raised by Mr. Nielsen—or was it raised by Mr. Hales—about telephone communications. The increases consist of: \$5,500 for Ottawa, \$2,500 for the Yukon and \$2,000 for the Northwest Territories.

#### NATURAL AND HISTORICAL RESOURCES

15. Administration, Operation and Maintenance including wildlife resources conservation and development, administration of the Migratory Birds Convention Act and payments to land owners who maintain migratory bird habitat in accordance with agreements entered into on terms and conditions approved by the Governor in Council, payment to National Battlefields Commission for the purposes and subject to the provisions of an Act respecting the National Battlefields at Quebec, grants as detailed in the Estimates and authority to make expenditures on the proposed new National Park in the area of Kejimikujik Lake in Nova Scotia, \$15,587,400.

The CHAIRMAN: Item 15. Any question on item 15?

Mr. HYMMEN: Mr. Chairman, I would like to ask a general question under "Exhibits, Advertising, Films, Broadcasting and Displays". Is this the proper item or is there provision here for public relations or advertising of historic sites in connection with the centennial? Is this not an historic site?

The CHAIRMAN: We have just carried the item. That was under 3.

Mr. HYMMEN: This is on 15.

The CHAIRMAN: Is it 15?

Mr. LAING: We do advertising of historic sites but they are mainly done in pamphlet form.

Mr. HYMMEN: I was asking a general question, Mr. Minister, in regard to the centennial next year.

Mr. CÔTÉ: Not centennial expenditures, Mr. Chairman. The expenditures for advertising regarding the centennial come under the Centennial Commission and the vote, if I recall correctly, is under the Secretary of State.

Mr. NIELSEN: I am sure Mr. Hymmen means departmental expenses with respect to centennial projects.

Mr. HYMMEN: I will put the question more directly. When I ask a general question about historic sites, I have a specific problem in mind. In my riding there is the home of a former prime minister and I do not think the interest is purely political because members of one other political party recently expressed some interest in advertising or public relations in this connection. Now, I could refer to one prime minister, or to historic sites in regard to many other prime ministers. My question was whether the National Historic Sites Commission was showing any interest in this publicity, or whether they were throwing it into the lap of the Centennial Commission or whether nothing was being done about it, and I did not know whether this is the proper item or not.

Mr. LAING: I know that Mr. Hymmen is asking a very interesting question. It is also a confusing question. Last year we bought the one time residence of a former prime minister and it was done by this department as an historic site in anticipation, I am quite certain, of our hundredth anniversary. I think it was a year of memory of him at that time too. It was all done at the time of his birthday. Now we have the case of Mr. Mackenzie King's old home, is that right? I do not know whether we are advancing this, at this time, as a department or whether it is being done by the Centennial. There was a question asked on the order paper the other day, with a long list of what commemoration had been made of various prime ministers of Canada.

Mr. MACDONALD: Woodside.

Mr. LAING: Woodside?

Mr. HYMMEN: The only publicity is the sign in the city hall square. That is the only notification anywhere, and I think if there are many visitors coming from foreign countries, they might be interested in this site of Mackenzie King's house.

Mr. LAING: You raise a very interesting question. Last year there was a suggestion that we should buy a home, wherever one is available, of the Fathers of Confederation in the various provinces. This, again, related to our department.

Mr. CÔTÉ: I wonder, Mr. Chairman, if the member asked a question about Woodside?

Mr. HYMMEN: I am specifically asking about Woodside but I am asking a general question about other sites.

Mr. CÔTÉ: I think, Mr. Chairman, the answer regarding Woodside is that there is some publicity about Woodside, in particular, in a pamphlet. We have worked with the Province of Ontario to get directional signs. Woodside is a very awkward place to get to and it has been a problem of continuing interest to us. We are trying to get the local people also to take an interest in this.

Mr. HYMMEN: Well, we are but we want to know what to do.

Mr. CÔTÉ: After this meeting is adjourned I would be delighted to speak with the member about this.

The CHAIRMAN: Are there any more questions on No. 15?

Mr. REID: Yes. My predecessor wrote a number of letters, I believe, to the Minister concerning a number of Indian mounds which were found in the Rainy River district. I wanted to know if the Department has any plans to go ahead and develop these as a national resource. There was some talk that it was turned over to the national museum at one point and then it got lost in the depths of the administration. I have not been able to find out what has happened. Has it been shelved or what?

Mr. MACDONALD: Without having specific information at our fingertips about that particular matter, there are three aspects to it: those which might properly be done by the museum in their concern for the human history aspect. Secondly the provincial programs—we are trying to achieve greater co-ordination with the provinces generally and in Ontario, in particular, we have had recent discussions; thirdly, affecting all three of us, is the general shortage of archaeologists to advance programs. There is a great desire and great willingness, but archaeological study is a very neglected art or discipline in this country, and in some of our very major efforts such as Louisburg, for example, we have had to go outside the country to recruit in order to sustain even that kind of effort. But there is a general policy, a general willingness to do these things within budgetary limitations, but it needs co-ordination among the several people who might do it and availability of people to do it.

Mr. REID: What is being done to improve the co-ordination between the various provinces and your Department with respect to projects of this nature?

Mr. MACDONALD: Well, we have had meetings at several levels with the provinces, depending on the interest of the provinces concerned, to have this kind of co-ordination. We have had very good meetings indeed recently with the Province of Ontario, as would apply in this particular point, and this is going to be followed by further meetings, probably at the ministerial level. There is a real desire, I think, on both our parts here and in Ontario, to extend the co-operation very, very much further, including the question of reciprocal stocking of information on the various sites so that people coming in can go to various historic sites and points of interest without regard to whether they are sponsored or developed by the federal government or the provincial government, and so on.

Mr. REID: How long have these negotiations been going on? When were the first approaches made and who made them?



Mr. MACDONALD: I would not call them negotiations; they are contacts. The contacts range from the personal contacts of such persons as Mr. Herbert, the previous head of the Historic Sites Division and Mr. Cranson and other people in Ontario. They were continued as recently in my own experience, as two weeks ago with Mr. Cranson and Mr. Bray of the Province of Ontario and myself. We were scheduling further meetings in June, I hope, possibly with Mr. Auld, the minister responsible, and Mr. Laing.

Mr. REID: I understand that the Department has a number of papers on various studies that have been carried out. Most departments have this. I wonder if the Department has taken into consideration the possibility of publishing some of its studies? I am thinking, for example, in terms of the study that was made on the experiment with Eskimos up at Rankin Inlet and I know there are other studies of a similar nature which would be very valuable, to be published, instead of being stuck away in the files. Would this not be, perhaps, an idea, to comb through some of your files and look for something that might be published as a centennial volume?

Mr. MACDONALD: If I could refer to the Historic Sites side for a moment, we feel very strongly that this is so. We plan the publication of a major historic sites series, recognizing that each one of these sites, at least some of the major sites, are interesting repositories, not only of historic significance in its own right, but the work of restoration, of discovery, of archaeology. By far the greater number of people will not in their lifetime visit these sites, so we want a second dimension, namely a publication. We have in mind that these things will become a considerable addition to most of the schools, libraries and universities, and we thought that these major publications which, we hope, will be quite good contributions to history, might be in two parts. The Department's files on our own works might contribute to one part, namely, the restoration, the work and the discovery of the things of interest and what they contain, including good colour photography. The second part might be invited contributions by scholars on the particular significance of this historic site or that even in Canada's history. We would take that on to other areas in the Department and agree, in general, that we would like to do that. It should be appreciated that this, like everything else, is a budgetary problem.

Mr. Côté: As regards the studies that have been conducted in the Northwest Territories and the Yukon—anthropological and sociological studies, et cetera—these have been published. I am informed by Mr. Rowley, the Chief of the Northern Co-ordination and Research Centre, that the particular study has been published which the member referred to a moment ago, the Rankin Inlet one.

Mr. REID: The reason I asked that is that I was speaking with the head of the Anthropological section of the Royal Ontario museum and he told me specifically that this study had not been published and this is one of the reasons I asked the question. It may well have been but it has not come to his notice.

Mr. Côté: We will send you a copy.

Mr. HALES: Regarding Vote 15 and other votes that have to do with administration of travelling and removal expenses. I very hurriedly added up



some of these department administration expenses for travelling, without Indian Affairs, and your Department spends almost half a million dollars on travelling expenses—\$468,000 in round figures. In this year's estimates you are asking for roughly \$93,000 more than you spent on travelling last year. My question is why? I know the Department covers a wide field in the whole of Canada but why is the increase in travelling this large amount? What is the mechanics of the operation within the Department? Does the Deputy Minister O.K. who goes on these trips? Are these trips necessary? Are there vouchers issued or what is the mechanics in having some form of control over travelling expenses of a sum of this magnitude?

Mr. LAING: Replying to Mr. Hales, I would say, first, that I agree with him. It is a very large sum of money. But I want to point out that we are dealing here with 38 per cent of the land mass of Canada, and it is imperative that we keep in touch with developments there. We have a very great deal of travel, and I do not know of any means by which we could reduce it very much if we are going to give the assistance that is required there and keep in touch with things and know what is going on.

I have, sir, arranged two or three trips and I intend to arrange more, for I think this is important, of people from southern Canada who know nothing about the north except what they might read in a book or hear over the radio or television now and again. On one occasion we took six ambassadors from major countries up there. I do not think we have done a wiser thing yet because a great amount of material was written in the countries from which these ambassadors came. We want to direct their interest and their investment in that area. We have had Russians up there and—

Mr. HALES: I am not disputing the value of that, Mr. Minister, I am talking about the members of the Department and the mechanics. Does the Deputy Minister O.K. these trips? How is it done?

Mr. LAING: It is under control.

Mr. HALES: Well, how? It does not appear to be under control to me. I want to be shown that it is under control.

Mr. LAING: Again, this sort of travel is related to the activity in the area. There is so much jumping up there at the present time! We have had a lot of our mining people in there—mining people located here.

Mr. HALES: Is the Comptroller of your Department here this morning?

Mr. MACDONALD: If I might just add a bit on this subject of travel expenses—

Mr. HALES: Is the Comptroller here?

Mr. MACDONALD: I am the Senior Assistant Deputy Minister responsible for Financial and Management activities as well. I might say I am a former Treasury Board officer and have been well immersed in the subject of travel expenditures in departments—the old expression, if you cannot beat them, join them I suppose. With respect to the subject of travel expenses and a few other examples, I think in this Department one has to make one broad point: it is a growth department. There is not a single area that is not subject to fairly

dynamic forces pushing upwards, that is. Take Indian Affairs, there is an awakening and an awareness of the people of Canada and, I think, in Parliament generally, that this is a subject that has to be pursued with a great deal more aggressiveness. The development of the north is reaching that same point. The national parks and the preservation of wildlife is the third main area of this Department. Again, what might be called the affluent society, the great increase of leisure time—

Mr. HALES: I am not disputing that for a minute.

Mr. MACDONALD: I am just laying the foundations, Mr. Hales, for the point of activity. We have an increasing number of parks and activities going on over a great geographic area which involves increased supervision and increased activities. Our philosophy on this subject of travel expenditures is that our people at head office have to get out in the field to see what is going on, that it is one of the problems of communication in managing a department of this size. This Department has now become, if you exclude the statutory payment departments like health and welfare old age pensions, the fourth or fifth largest spending department. Our basic emphasis on control is to include what we call program budgeting, which the members will be hearing more of, following the Glassco recommendations. This Department is in the forefront, leading departments experimenting now in these new forms of control.

Travel expenditure, as far as we are concerned, is just one other kind of expenditure for which we delegate authority and responsibility to various levels of management. We examine their total management including travel expenditures. Our basic philosophy is that if we have good and responsible officers, they only make trips which are necessary. If they are making unnecessary trips or expenditures, there is something wrong with the officers. We examine this aspect as well as all aspects of their management. We have a management audit function which is effective which is a post function and we have monthly and quarterly and annual checks on expenditures including travel expenses. We watch the year to year functions and the manager has to account for his travel, his expenditures and any variation in his budget.

Mr. HALES: If a person within any department decides to go out to Banff, it is left to his discretion or—

Mr. MACDONALD: It goes through the chain of command. If the assistant director feels he has to go out to Banff, he gets the permission of the director.

Mr. CÔTÉ: I may say, Mr. Chairman, in that regard that within their areas of responsibility the division chief or section head may authorize travel of an officer in his area. It is controlled that way. If he is going beyond that, if it is to travel within the continent, or in Canada, it is the responsibility of the director. If anybody wants to go outside of Canada, it is the responsibility of the Deputy Minister to approve. The budgets are so divided now where the travel expenses are put into the program and each program director has the responsibility to live within the project that has been approved by the Deputy Minister and he has to account for it. Then there are, of course, the other extraneous controls outside the Department under the control of the Treasury.

Mr. HALES: We must adjourn this meeting in a minute. It boils down to how many unnecessary trips are in that half a million dollars. That is the point.

Mr. LAING: I would like to tell Mr. Hales that our next major junket is going to involve the Economic Council of Canada. I thought it would be wise for us to try to encourage them up there and I thought we could get half a dozen, but Dr. Deutsch has informed us that 16 members of the Economic Council are going through the north this fall.

Mr. DINSDALE: Can we go on the junket, Mr. Minister?

Mr. LAING: Well, I agree, that it is about time that we took a representative group of members of Parliament through that country.

The CHAIRMAN: Gentlemen, before we adjourn, can I call Item 15 carried?

Some hon. MEMBERS: No.

The CHAIRMAN: Well, I shall try to arrange a meeting for next week. The meeting is adjourned to the call of the Chair.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. H. BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

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TUESDAY, MAY 3, 1966

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Main Estimates (1966-67) of the Department of Northern Affairs  
and National Resources

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WITNESSES:

*From the Department of Northern Affairs and National Resources: Mr.  
E. A. Côté, Deputy Minister; and Mr. P. H. Schonenbach, Assistant  
Chief, Historic Sites Division.*

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,	Mr. Horner ( <i>Jasper-</i>	Mr. Lind,
Mr. Allard,	<i>Edson</i> ),	Mr. Mather,
Mr. Berger,	Mr. Howard,	Mr. McKinley,
Mr. Blouin,	Mr. Hymmen,	*Mr. Neveu,
Mr. Dinsdale,	Mr. Laprise,	Mr. Nielsen,
*Mr. Gundlock,	*Mr. LeBlanc	Mr. Roxburgh,
Mr. Habel,	( <i>Rimouski</i> ),	Mr. Simpson,
Mr. Haidasz,	Mr. Legault,	Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*On May 2, 1966, replaced Messrs. Hales, O'Keefe, Reid.

## ORDER OF REFERENCE

MONDAY, May 2, 1966.

*Ordered*,— That the names of Messrs. Neveu, LeBlanc (*Rimouski*) and Gundlock be substituted for those of Messrs. Reid, O'Keefe and Hales on the Standing Committee of Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



## MINUTES OF PROCEEDINGS

TUESDAY, May 3, 1966.

(4)

The Standing Committee on Northern Affairs and National Resources met this day at 11.10 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Alkenbrack, Badanai, Berger, Dinsdale, Gundlock, Horner (*Jasper-Edson*), Laprise, LeBlanc (*Rimouski*), Legault, Lind, McKinley, Neveu, Nielsen, Orange, Roxburgh, Simpson, Southam—(17).

*Also present:* Mr. Reid, M.P.

*In attendance from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. I. Nicol, Assistant Director, Natural and Historic Resources Branch; Mr. D. J. Learmonth, Assistant Chief, National Parks Service; Mr. P. H. Schonenbach, Assistant Chief, Historic Sites Division.

The Committee resumed consideration of Item 15 of the main estimates of the Department of Northern Affairs and National Resources.

Mr. Côté was questioned, assisted by Mr. Schonenbach.

On a suggestion of Mr. Horner (*Jasper-Edson*),

*Agreed:* that the following be invited to appear before the Committee:

- (a) the head official of the leaseholder ratepayers association of each of the major western national parks: Banff, Jasper, Waterton Lakes;
- (b) the Minister of Industry and Development of the Province of Alberta, who has a responsibility for tourism;
- (c) a representative of the National and Provincial Parks Association of Canada.

*On request,* Mr. Côté agreed to provide the Committee with additional information on national parks and national historic sites.

The examination of the witnesses still continuing, the Committee adjourned at 1.05 p.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, May 3, 1966.

● (11:03 a.m.)

The CHAIRMAN: Gentlemen, we now have a quorum.

We are dealing with vote 15. Shall vote 15 carry?

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, I wonder if Mr. Côté could tell the committee what the present situation is with regard to the department's relationship to the residents of the national parks, particularly the three national parks in Alberta in so far as the leasing proposition is concerned. Does the department intend to pursue its present policy without change?

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, you will recall the policy of the government in this regard. I think that Mr. Horner is referring to the lease-holding policy.

Mr. HORNER (*Jasper-Edson*): Yes.

Mr. CÔTÉ: The lease-hold policy is one which was formally announced by the government in September 1964 and I should say to the Committee that much of the policy is the continuation of the policy that was in effect previously in so far as lease-holds are concerned. What was new, of course, was the formulation of this policy in writing and making it acceptable to the public. In 1958 there were orders in council passed stipulating so far as leases within a townsite is concerned leases for any lots exclusive of buildings which had a value of less than \$5,000 should not be granted for a term exceeding 42 years.

Mr. HORNER (*Jasper-Edson*): Would you repeat that statement again.

Mr. CÔTÉ: The parks regulations provided in 1958 under order in council P.C. 1958, 1100 passed on August 7, 1958, that where the value of the lot exclusive of buildings and improvements in a townsite or subdivision is less than \$5,000 a lease of such lots for any term not exceeding 42 years may be granted by the Minister or by an officer of the Department of Northern Affairs if so authorized by the Minister. The second provision was that where the value of a parcel of public land exclusive of buildings and improvements outside the townsite is less than \$5,000 a lease of such a parcel for any term not exceeding 21 years might be issued. This was amended by order in council P.C. 1962, 268 dated March 1, 1962 which stipulated that the Minister or an officer of the Department of Northern Affairs authorized by the Minister may grant a lease for a term not exceeding 42 years with an option to renew for a further term not exceeding 21 years of (a) a lot situated in a townsite for one or more of the purposes of residence, trade schools, churches and so on, (b) a lot within a subdivision other than a townsite for purpose of residence, and (c) a parcel of land situated outside a townsite that has been surveyed for one or

more of the purposes indicated such as schools, hospitals, churches or entertainment of persons if the value of the lot is less than \$5,000. The government's policy, which was promulgated in broad terms in 1964, and the lease-hold policy was followed by a further determination as to lease-holds of residences and the residences lease-hold was limited to 42 years without renewal but with compensations assured for the value of the buildings at the end of the 42 year period. Mr. Horner asked what effect this had on relations with the people in Jasper. I think that the best answer I could give to this question is to give Mr. Horner a brief review of the lease transactions in the years 1964-65.

In the year 1964 there was a total of 136 assignments approved by the Minister. In the year 1965 there were 115 assignments approved by the Minister. There were renewals of leases in 1964 for a 42 year period totalling 38 and in 1965 renewals for a 42 year period totalling 93. For short term leases renewals in 1964 amounted to 18 and in 1965 amounted to 36. With respect to new leases, in 1964 there were 3 leases for a 42 year period and in 1965, there were 18 leases for a 42 year period. Short term leases in 1964 numbered 6 and in 1965, 3. So the total lease transactions in the parks in 1964 was of the order of 201 and in 1965 of the order of 265. In the months of October, November and December, 1964 there was a sharp drop off in lease-hold transactions; they dropped in the months of October, November and December to 8, 2 and 7 respectively from a previous average of 19 to 30; in January, 1965 and on they came back to an average of 23, 12 and 24 per month. In August, 1965 they dropped to two, and the next month went back to 29, for a general average of between 20 and 30.

Mr. HORNER (*Jasper-Edson*): Might I ask Mr. Côté does he think or does the department think that this change in leasing policy—and this was a change—has caused a loss in the market value of the lease-holders' properties?

Mr. CÔTÉ: I am not a real estate expert, Mr. Chairman.

Mr. HORNER (*Jasper-Edson*): Well, the department must have some idea about this.

Mr. CÔTÉ: I would not say that the policy has caused a loss in the value of the lease-holds themselves. I think there may have been brought about a better realization of the true value of the lease-holds. I think there may have been some speculation about lease-holds some time ago.

Mr. HORNER (*Jasper-Edson*): I would just like to point out to the Committee that the change in leasing was primarily this; they had what they called the perpetual lease prior to this and now they do not have this. Assignments are being refused unless the assignee accepts this 42 year lease or a shorter lease with everything going to the government at the end of the lease. The ratepayers association in Jasper, Banff and in Waterton have retained legal counsel and intend to bring the matter before the courts because they have been advised by their counsel that the way the department has proceeded is illegal; it is against the law. Perhaps Mr. Chairman we should give some consideration to the Committee allowing the ratepayers' association of these three national parks to appear before this Committee at some future date to give them an opportunity to place before the Committee their numerous

complaints—and they have been very vigorous complaints, as Mr. Côté appreciates. The government of Alberta also has registered a detailed complaint with regard to the national parks policy as now outlined and I think that the committee might do a service by also allowing a representative from the Alberta government to appear. As the Committee appreciates, these three national parks are the largest ones and are the only parks with permanent townsites. There is a total of only about 8,000 people living in the three parks. They claim they are second class citizens, that they do not have the rights of other citizens living outside the park, and they have been asking for an opportunity to present their side of the story.

The CHAIRMAN: Well Mr. Horner, there will be no objection to having any witnesses appear and I am sure the Minister, with whom I shall take this matter up upon his return, will make the necessary arrangements to have representatives of their group appear before the committee.

Mr. HORNER (*Jasper-Edson*): Well if the Committee is going to hear these people we will need some time because they are some distance away. They are having a meeting this Saturday. Certainly if they can get their grievances redressed through this Committee it is going to save them a considerable amount of money.

The CHAIRMAN: There will be no objection on the part of this Committee to these men appearing, if they are available.

Mr. HORNER (*Jasper-Edson*): I will transmit that to them.

The CHAIRMAN: Mr. Southam, you are next.

Mr. SOUTHAM: Mr. Chairman, my question is not supplementary to what Mr. Horner has raised in the Committee. I would forego my position if there are any other questions along this same line.

Mr. DINSDALE: Mr. Chairman, if Mr. Southam is going to pursue a particular line of discussion I would like to ask Mr. Côté some general questions on the national parks program. As one who wrestled with the problem over a number of years I would like to have a few points clarified.

I think Mr. Côté appreciates that the park problems in western Canada are somewhat different from the park problems in eastern Canada and it seems to me that this is where the difficulty, which Dr. Horner has drawn to our attention this morning, has arisen. In other words, the western parks, or the two parks which Mr. Horner has specifically referred to this morning developed this townsite before they were national parks. They were originally railway centres and their position is rather peculiar in this respect. Now, other western parks like Waskesiu and Riding Mountain are in somewhat similar situations although they are not permanent townsites. I would ask Mr. Côté if it is still the intention of the parks branch to proceed with the zoning policy that would take into consideration what you might call these peculiarities of western parks. Now I mean by the zoning policy one which would attempt to unscramble the jumble over a reasonable period of time; recognition that these permanent townsites exist; recognition, further, that some of the area of these national parks has been put to recreational uses that are not quite compatible with the definition of national parks as laid out in the act; and further, recognition that



we are faced with an explosion in tourist population which we are hard pressed to meet in terms of service. Now, the zoning policy, as I understood it, would divide these peculiar western parks into three zones. First of all, there would be your townsite zone, which would recognize the existence of townsites. Modern community planning has been going forward for a reasonable period of time I understand, under the direction Dr. Oberlander, an eminent authority in this field. He has endeavoured to bring the townsite or the zone 1 of these western national parks into line with the standards of beauty required in these national parks. Zone 2 area would provide services for the growing tourist population; it would be a fringe area. The zone 3 area would be wilderness, pristine pure. In other words this is the one way to defend the wilderness concept against any further encroachment. It would be done by careful planning over a long term period. Now is this still the basic policy of the department in respect of these western parks?

Mr. CÔTÉ: Mr. Chairman, I think I would answer that question in the affirmative, that the intention is to have zoning regulations for the parks where there are townsites. Mr. Dinsdale is quite right in saying that the problems in the western parks are quite different from the more recent eastern parks. By and large in the eastern parks there has been an attempt to have the townsite outside the limits of the national park. We have to take the parks as they are handed down to us from the previous generations. I may say, looking back on the history of some of these parks, that there has been a conscious effort with some of them in particular and in many of them, I should think, to do proper townsite planning. Jasper was the object before. It was established under proper townsite planning. Because of the population pressures that come along there is the need to provide this service for the visitors who have come to enjoy these parks in a true recreational fashion. It is enjoyment, and it is recreative of the spirit of man to commune with nature. But, at the same time, one must have a good bed for those who want it; those who want to camp should have an opportunity to camp, and we have to provide for the visiting public, which is growing in increasing numbers, the opportunity to enjoy the parks now and in the future. There is at the moment a zoning regulation which is being carefully worked out for Banff and it is hoped to have the approval of these zoning regulations in the near future, after consultation, naturally. I think that answers your question.

The CHAIRMAN: You have a question, Mr. Dinsdale.

Mr. DINSDALE: Yes. I am pleased to hear that the zoning principle still applies. Could Mr. Côté indicate whether there has been any commencement on the Oberlander plan for Banff and/or Jasper, and has he reported on Waskesiu? I believe there was an announcement in 1964 that he had begun his study of long term planning for Waskesiu, the Prince Albert national park.

Mr. CÔTÉ: So far as the Banff plan is concerned, we are moving toward the implementation of the concept of the Oberlander report. So far as Jasper is concerned we are having a further look at it; there are problems arising out of this, the basic one, of course, being the radical concept which would have entailed the removal of the railway, and this is going to be far too expensive to

undertake at this time and for the foreseeable future. This plan is being modified to that extent. There has been a plan commissioned for Waskesiu and it is under study at the moment within the department.

Mr. DINSDALE: In respect of the leasing policy this affects the prairie parts as well as the mountain parts to which Mr. Horner has referred. Because of the population sparsity when these prairie parks were established these people were encouraged to take up leases in national parks, and I think the bone of contention is that the government has suddenly changed the rules of the game. This is why I think it has to be handled if we are going to realize the ultimate goals of making our national parks nature preservations for all future generations. We have to move with due respect to the original privileges that were granted by the government. In fact, these people were encouraged to come and occupy these leases. I know in our own park in Manitoba there was a real land promotion campaign back in the early 30's to encourage people to come up to what was a relatively isolated area in those days to take up these leases. I think the complaint is that the government has now reversed its policy without consulting too closely with the people affected. They realize they have special privileges because national parks belong to all the people of Canada but they assume these special privileges with the blessing of the government. I am wondering why the 42 year terminal lease has now been placed abruptly before these people. Is it not a problem that can be faced sometime in the future?

Mr. CÔTÉ: Mr. Chairman, all these problems can be faced in the future. There is a tendency for these problems, if they are postponed to the future, to be in never-never land. I think I indicated to the Committee that the first indication of change occurred when the regulations were passed in 1958 and if my memory serves me correctly none of the so-called perpetual leases, which purport to have terms renewable ad infinitum, have been renewed since 1958. I would not admit that since that time there has been a radical change of policy. The fact that people have had leases, starting from the old log cabin type where the investment was minimal, starting in some areas from the viewpoint of going to some of the prairie parks in tents and coming back to the same spot year after year, as Mr. Dinsdale knows, creates quite a problem for the development of the national parks. The government department or at least the minister has issued assurances that he will move in respect of the holdings of the lease-holds that have lasted over a period of years, with considerable caution, because there are people there who have what they consider to be long standing interests. And, a question, which will be with the department for a long while yet, is what is the proper thing to do in the interest of the individual and in the national interest as well. I think that the debate which has surrounded the issuance of a written policy has caused a number of individuals to realize that what they have had, so far as lease-holds are concerned, are lease-holds and not what they considered to be at one time a complete right to the property itself. There are cases where I think all of us know that if one puts a building on the land of another person that building belongs to the land owner, and I think that probably a lot of persons have not come to this realization. It has caused some problems but we in the department, must deal fairly with the individuals and their expectancies in this area and look to the surging demands of the public for

access to the parks without creating individual vested rights which would put individual rights over the general rights and interests of the general public.

Mr. DINSDALE: Mr. Chairman, what Mr. Côté said is true. There has been a lack of communication between these people in the parks and the department, and this has given rise to a lot of the problems that we have heard about in recent months and years. Perhaps the best way to come to grips with this is to have these people organized—the cottage owners are organized in all these western parks—to have representatives appear before this Committee, and open the channels of communication.

Mr. CÔTÉ: Mr. Chairman I would not agree that there has been a lack of communication. I think the problem has been brought to the surface by virtue of communicating the policies.

● (11:40 a.m.)

Mr. DINSDALE: When I used the phrase, "lack of communication" I meant that the message has certainly not come through. As Mr. Côté said, these people do not understand what the department is trying to do in this respect. In the initial approach to this problem, it was 42 years, renewal over 21 years; it was not an abrupt termination because we realized that these people had been encouraged by official government policy, and I think in their approach to the Supreme Court they are going to fight the case on these legalistic grounds because the rules have been changed in the middle of the game. So perhaps it would be useful to have the representatives of the government of Alberta, who have been so active in this field, before the Committee where these channels of communication could be opened up in a face to face meeting.

Mr. CÔTÉ: Mr. Chairman, that is, of course, a matter for the Committee to determine. I have no comment on that. But, I would like to say that the 42 years leasehold was determined in 1958 and in 1962 it was increased to 42 plus 21. That is the order, I think, in which it went.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, one problem has to do with national park policy, and the other problem that has been so great in the western parks is the question of townsites. I would like to ask Mr. Côté what would be wrong in carrying his zoning policy further and allow these town sites to incorporate as towns within a federal park, under special acts if they like, to allow them to run their own affairs, with representation from the parks department on it.

Mr. CÔTÉ: Mr. Chairman, this question was looked into when we had a special survey done in, I think it was, 1950—

Mr. HORNER (*Jasper-Edson*): Are you referring to the Crawford Report?

Mr. CÔTÉ: Yes, the Crawford Report. When the Crawford came about and when this matter was posed to the people in the parks the criterion, as I recall it, was that the parks townsite residents should pay for services what they would be paying in comparable cities or towns in Alberta or British Columbia, as the case may be. Then, if my memory serves me, there is a general recoiling on the part of the people of the townsites at that time.



Mr. HORNER (*Jasper-Edson*): I might say that I was deeply disappointed in Mr. Crawford because the problem of municipal self-government is one that people can solve. After all, one has a responsibility to accept democracy on a local basis. You do not ask or refuse it; you accept it as a responsible citizen. The Crawford Report—and I was one of the ones that instigated the setting up of the Crawford Commission—is a document which does not hold water because of the representations that were made by a very few people before in Banff and in Jasper. The rest of the people in both Banff and Jasper were scared off by one particular organization which was concerned only with the fact that they might have to pay increased taxes. This one organization has now sold out to an American concern and the Crawford Report is not a valid document.

Again, I stress the point that because one or two people who were employees of this concern appeared before the Crawford inquiry and said: we do not want self-government; we do not want to have anything to do with that, this is not a valid reason at all. I know that the department has been using the Crawford Report as an excuse not to go into this question of local self-government because these people are entitled to run their own affairs, in my opinion. I would ask again what is wrong with setting up a federal townsite and having a federal townsite act similar to the one in Alberta which regulates what the town can do and what it cannot do.

You can take into consideration all the preamble of the National Parks Act and put it into a federal park townsite act. Then, the department would be free of a great deal of trouble, in my opinion. Certainly I, representing one of these parks, would have a lot fewer complaints directed towards me. If they want a sidewalk in front of their house then let them build a sidewalk like the rest of us do in front of our own homes in the other communities across Canada. This is the big bone of contention with regard to these townsites. They were there to staff communication and transportation centres in these parks. It seems to me both parks, particularly Jasper and Banff, have tremendous areas and that if you set up a proper townsite within the realms of the provincial jurisdiction, but owned and controlled by the federal government, it would be a great improvement. It does not matter how you have the leaseholds, essentially, in this townsite problem, it is a matter that these people need to look after their own affairs. Then the department would be out of a great deal of hot water most of the time because they would have representation on the town council, if you like; the council would be directed by an act as to what they could do. Then, we would have direct communication because the people would be looking after their own affairs, and they would be able to do a better job than if these townsites were being administered from Ottawa.

Mr. CÔTÉ: Mr. Chairman, I think that there is a good deal in what Mr. Horner says, and I think he touched on a very sensitive point. I think that the people in Jasper and Banff, not only one organization but a number of people, were not prepared at that time to accept municipal government. One of the causes that affect big and small alike is the cost that they would have to face from a municipal viewpoint. I think that Mr. Dinsdale will recall this problem himself, that the annual amounts paid for the land rentals or paid for services is less than paid in comparable communities outside. And, there was a decision taken several years back that the leasehold rentals would be postponed until



1970. One did not want to tackle this problem too soon. This is part of the cost of living in a place. The amount of annual rental paid for land in the townsite is relatively low; indeed it is very low for commercial leaseholds and, in some cases, I would say, ridiculously low. One has to raise that base gradually. These are the basic concomitants of responsibility in local government, and we are moving towards that. We hope very soon to move in that direction with a townsite manager for Banff. There are other areas where we are working in close collaboration with the province of Alberta, namely hospitalization and educational matters; these are evolving towards the sort of municipal set up that Dr. Horner is advocating. But, there are also other problems, and these have to be winnowed out. Some of the improvements to the municipality may be such as to be of a higher standard than one might have in a smaller community because it has to be in a national park and a showplace. And, that has to be winnowed out so it is not an unfair burden on these people there. So there is a good deal in what Dr. Horner says, and I have a good deal of sympathy with it. The working out of it is complex and I think we have to see to it first that the leases come into some sort of line with the realities of what is happening in the property values and also that the services paid for by the people are not services that are more than what they would need. Presumably the government would have to consider that part which might be additional from a straight beautification viewpoint.

Mr. REID: Who are the permanent residents in the park? Are they retired people, civil servants, department of Transport employees, or employees of the Department of Northern Affairs?

Mr. CÔTÉ: The permanent residents of the parks are made up of a number of people. You have some parks employees, of the Northern Affairs and National Resources; you have people whose job it is to provide services to the visiting public, hotel keepers, motel keepers, restaurant owners, curio shop owners and so on. There are also some railway and telecommunications employees; there are retired people from the railways, for example, and I think that in Jasper one has a fairly high proportion of railway people and ex-railway employees. One has also private owners, persons who at a certain time were given an opportunity of acquiring land leaseholds for the building of cottages for their personal enjoyment. Now, in some areas where the leaseholds are coming up for renewal, and they have had 42 years or more, these are gradually being extinguished. There is this feeling of uncertainty in respect of certain leasehold owners. As time goes on, in their own minds they convert this into what are called hereditaments, things which they can transfer on to their children. And they consider they have a vested interest. These are the sort of people who are living there. The policy indicated is that gradually those who live in townsites should be people who are called upon to serve the visiting public.

Mr. HORNER (*Jasper-Edson*): What percentage of people are there in Banff and Jasper who are in the last category you are talking about namely, those that do not have any direct interest in providing service? I am excluding Lake Edith there.

Mr. CÔTÉ: I am informed, Dr. Horner, that in Banff the figures are probably in the latter category of 25 to 30 percent.

Mr. HORNER (*Jasper-Edson*): Residential?

Mr. CÔTÉ: Residential side. I think in Jasper it may be lower, including Lake Edith, maybe 15 to 20 per cent.

Mr. HORNER (*Jasper-Edson*): Including Lake Edith who are, of course, only summer residents.

Mr. CÔTÉ: Correct because they have leaseholds—

Mr. HORNER (*Jasper-Edson*): Because it would not be available to them during the winter anyway.

Mr. CÔTÉ: That is right. They received leaseholds a few years back.

Mr. REID: What is the permanent population of these parks in question?

Mr. CÔTÉ: Banff, 6,000, all told.

Mr. REID: All told for the three—

Mr. HORNER (*Jasper-Edson*): I suppose Banff and Jasper?

Mr. CÔTÉ: Banff and Jasper.

Mr. REID: Twenty-five—35?

Mr. CÔTÉ: About that.

Mr. DINSDALE: Mr. Chairman, did I understand Mr. Côté to say that there is to be a town manager appointed for Banff? I thought he was on the job.

Mr. CÔTÉ: Unfortunately he is not on the job. These people are scarce to find and competent town managers who are not paid a sufficient amount to be attracted by government scales of pay, are hard to find.

Mr. DINSDALE: Has an appointment ever been made for Banff?

Mr. CÔTÉ: No, there is a competition that has just finished for Banff and we hope to fill the appointment soon. But one has not been made, I am sorry to say.

Mr. HORNER (*Jasper-Edson*): What kind of authority is he going to be given. Is he going to be able to run the townsite or is he going to have to refer every decision to Ottawa?

Mr. CÔTÉ: We are hoping, Mr. Chairman, that increasingly we will decentralize authority to the field under policies that have been established. Initially we would want him to look after the townsite and matters connected with the operation of the town as such. He would have nothing to do with the operation of the other areas of the park. He would be under the general superintendent—I am sorry, he would be under the regional director.

Mr. DINSDALE: With respect to the town manager proposal, I was pleased to hear Mr. Côté say there is to be decentralization because one of the big problems of the Minister is acting as the Mayor for Jasper and Banff, and making such earth-shaking decisions as to whether there should be parallel or angle parking, and so forth and so on. I am surprised that the town manager is not on the job before this. I am wondering, too, if, in practice, authority has

now been decentralized to regional offices that have been established, or does everything still filter through the main office. There are regional offices right across the country. The western parks are theoretically controlled from Calgary. Has authority been decentralized to any great extent?

Mr. CÔTÉ: Mr. Chairman, in answer to Mr. Dinsdale's question, it takes time to get the authority decentralized because it requires a reorganization within the department. The region was set up initially in 1964. This department, and several other government departments, have been examining the ways of implementing parts of the Glassco Report. The principle enunciated there was for decentralization of authority, and we are moving in that direction and hope to have decentralized authority to the regions for this fiscal year. There has been increased decentralization and delegation of authority. This is a pretty complex question. I doubt, however, whether all the questions will be settled on a regional level. Knowing the way the public reacts sometimes it would not be beyond imagining that there would still be the occasional question being directed to the Minister by members of Parliament or otherwise.

Mr. SIMPSON: Mr. Côté, you mentioned that some thought or consideration was given to the removal of the railway from Jasper National Park. Now, I am not in any position to say whether this would be a good thing, a desirable thing or not. I would assume that possibly the residents of Jasper might think that this would not be a desirable thing, but I would be interested to know if a study was made and just how far it went. You mentioned that it was thought to be a considered proposition. I should like to know just how far this study had gone, how much re-routing of rail would be necessitated, where it would be re-routed and what costs were arrived at.

Mr. CÔTÉ: In answer to the question by Mr. Simpson, I might say that we told the consultant when he was examining this to look at all aspects of the question. He concluded that if it were feasible it would in the longer term development of Jasper be preferable from his view point, to remove the trackage which goes under the lip on the north side of the town and put it closer to the valley next to the development of the Edmonton-Jasper Yellowhead Highway, below the lip there. We have had consultations with the C.N.R. and while no definitive figures have been arrived at, it would be a matter of possibly a couple of million dollars or more, and he thought that by possibly some minor readjustments, and having available lands in the future, dependent upon the traffic usage of the Canadian National, there might be some minor readjustments which would avoid at this time the necessity for a major relocation of the railway in the townsite.

Mr. SIMPSON: This is just considering removal from the townsite not from the back area?

Mr. CÔTÉ: From the townsite.

Mr. SIMPSON: It would be a re-routing within the townsite.

Mr. CÔTÉ: Within the townsite. It is not a removal of the railway from the park; not at all. That was never in question. One side of the townsite to the other.



Mr. HORNER (*Jasper-Edson*): Did any discussion take place with the C.N.R. with regard to the question of Jasper as a divisional point and removing that divisional point outside the park?

Mr. CÔTÉ: I think it was considered informally as to what their longer term plans might be but nothing went beyond that.

Mr. REID: Mr. Côté, what is the situation with the treatment of sewage and waste in these towns of Banff and Jasper? Do you have any treatment plants or is it just pumped raw into the rivers?

Mr. CÔTÉ: It is chlorinated and pumped back, but so far as Banff and Jasper are concerned we are studying the possibility of establishing a full treatment plant there, in both those townsites; and, indeed, I think the federal government's policies in these sorts of areas wherever there is any development to take place henceforth, are that full treatment should be provided.

Mr. REID: What is the influx of tourists into this area, say, in the last summer, for example?

Mr. CÔTÉ: Banff? The total number of tourists is something in the order of one million; visitors to Banff and Jasper. Over 500,000 last year to Banff.

Mr. REID: This is a considerable problem then, which is building up on a more or less constant basis. I would like to see your department take faster, quicker action on this than you apparently seem to be doing from the evidence that has come before us. Just to take a look at it and say we are thinking about it is not sufficient.

Mr. CÔTÉ: May I answer this question, sir, by saying that we have a study going on now in Jasper by the Public Works Department in that connection, and we are having to realign sewers, and we are moving towards this. All our reparations are for full treatment. We are having an examination in Jasper now of a full sewage treatment. In Banff the study has been just about completed. We have a preliminary study completed and we propose to move on this as soon as we can.

Mr. REID: What are the preliminary estimates of cost?

Mr. GUNDLOCK: Mr. Chairman, on this same subject, does Mr. Côté include Waterton? I have one or two questions. With regard to the sewage problem and the number of tourists, would you include Waterton in that?

Mr. CÔTÉ: Waterton? At the moment we have not got to Waterton in this connection.

Mr. GUNDLOCK: What is the sewage situation in Waterton, at the other end of the lake?

Mr. CÔTÉ: It is chlorinated.

Mr. GUNDLOCK: Do you have a number of people, summer tourists visiting Waterton?

Mr. CÔTÉ: Yes, sir. We have 371,000 visitors.

Mr. GUNDLOCK: Mr. Chairman, a lot of this trouble has arisen from the policy indicating take over and compensation at the end of leases, and people



have a very hard time to understand this thing. They wonder where the trouble has come from. Frankly, I am one of those. I would like a few comments from Mr. Côté on why this is really necessary. I do not see any need for that type of take over because the lease is controlled, in my opinion, day by day, and does not necessarily have any real period at all; but when you tell someone that at the end of the lease his property will be taken and paid for, this causes a lot of trouble. Now, if they are not matching park policy, as I said earlier, the lease is controlled day by day and any day that they refuse to comply with government policy or park policy their lease can be terminated. Why was this instituted? Frankly, I am one of those who cannot see any real need for it or even any good reason for it.

Mr. CÔTÉ: Well, Mr. Chairman, I think it should be said that at the end of leases there had been in the past, generally, representations made that it would be very wrong to terminate the lease. You have people who have been there 40 years who would say: "You are taking my building away from me. You are taking my land away from me". I think there has been a general lack of appreciation precisely that this was a leasehold.

In the cities it is generally understood in commercial and residential practice, that you lease a plot of land and you build on it, but the holder of the land is the owner of the building. Provided that you comply with the terms of the lease you have enjoyment of what you put on this property until the end of the lease. At the termination of that lease all improvements to the land revert to the landlord. The public generally may not have understood that representations would be made regularly at the end of the lease. It is a pretty harsh thing you get a renewal, another renewal, and from one generation to the other people gradually get the idea that the building, the leasehold, is something that belongs to them and not to the landlord. It was a decision which was, as I have indicated earlier, one that had begun, so far as the so-called "perpetual" lease are concerned, in 1958.

● (12:10 p.m.)

Mr. GUNDLOCK: Excuse me for interrupting, Mr. Chairman, I see this. I appreciate this, although it is not all that important. For instance, if I lease a farm, I can put certain buildings on it. I can put improvements on the farm that revert to me at the end of the lease.

Mr. CÔTÉ: Is it included in the lease?

Mr. GUNDLOCK: Well, the law does not go that far even in private property. But I do not want to get into that argument. At the end of these leases you are saying that if the people have not perpetual hold—you are going to take over their property. What are you going to do; are you going to give it to someone else?

This is the question in my mind: Why terminate that holder's lease? He sells it, he maybe wills it; it changes hands. I am familiar with Waterton. Those leases change hands; businesses are sold. Does the park want to own the whole thing or what?

Mr. CÔTÉ: There is a limit, sir, to the extent to which townsites can develop inside a park. The principle, it seems to the department and to the government

is that the priority should be given to those who are there to serve the visiting public. There is nothing opposing the transfer of a lease from one person who is serving the public to another one coming in there on proper terms. There is nothing to oppose that. Indeed, this is being done. But when you have a limited amount of land, and individuals who are there for their own enjoyment and have a preferential position, and this land eventually becomes needed so as to accommodate people who are there to serve the visiting public—these pressures are on now because those parks visitation in 1939 were something of the order of just reaching a million, in 1939, and in 1965 was of the order of 10 million. The visitation rate is increasing at the rate of seven to 10 per cent per annum. And the more visitors you have the more accommodation of either resident camp sites or motels or service accommodation that must be made available. You ought to have apartment buildings for single workers there who will serve them, as the season, by policy, is being extended so that the parks can operate both summer and winter, particularly Rocky Mountain parks.

Mr. GUNDLOCK: I am awfully glad to hear that because there has not been much done in Waterton yet. Do you have it in mind.

Mr. CÔTÉ: Yes.

Mr. GUNDLOCK: Good.

Mr. CÔTÉ: We do believe, Mr. Chairman, there has been a period for a long while where those who served the visiting public and lived in the parks and had to serve this public for 90 days, found it very difficult to make both ends meet, and this is quite true. But with the extension over the last few years of winter recreational activities the season has been lengthened, and in some areas the season is more like six months. There have been very great efforts made in a number of parks in that way. As the season extends the people who serve the visiting public can make this economic from their viewpoint. This is essential if we are going to have the visiting public properly received in the parks. This is the objective, to try to extend the season.

Mr. GUNDLOCK: I appreciate what you said about the winter policy in Waterton because we have been planning that for some time. If we go back to the original question for a moment, I would like to give you an example. When the insurance policies come up for renewal in Waterton. I am speaking locally, they have trouble re-insuring, without drastically elevated rates, and in some cases they get refusals. I think I sent a letter over to the department, which was denied in advance. I pursued the matter further and had firm letters from insurance companies saying just that. Now, to me, this is what is causing the hardship in this move, to this so-called new policy of take over of businesses.

The CHAIRMAN: Mr. Gundlock, will you please speak into the microphone. It is hard for the reporters to hear.

Mr. CÔTÉ: To answer Mr. Gundlock's question, Mr. Chairman, we have looked into this through the region and we have had assurance from the insurance companies that there was no question about this. Probably Mr. Gundlock could let me have some details. I would be delighted to pursue it in

individual cases but we have been told that the policy had nothing to do with it. I would be delighted to check into it in the individual cases if he could give me the details.

Mr. GUNDLOCK: Oh, I would be glad to.

Mr. LIND: Mr. Chairman, first of all, the federal government spent a lot of money on this Crawford Report. I was wondering, Mr. Côté, if the new members have copies of that report so that we might study it and give us some light on the subject of these parks. I would like to know the difference in policy between the eastern parks and the western parks and what basically the problem is or the difference.

Mr. CÔTÉ: Well, Mr. Chairman, to answer this question, which is in two parts, I would say as regards the first part, the Crawford Report, we are pretty well out of Crawford Reports. We will see if we can get a reprint made within our resources and make this available to the members of the committee.

Secondly, as regards the difference in policy affecting the eastern and western parks, the policy generally is the same throughout all the parks. Naturally, the development of each park has got to take into account the soul, the spirit, of that particular park. So you do get some differences in local applications that way. But, the main difference between the eastern and western parks is that by and large the eastern parks, those from east of Manitoba, have not got townsites in them. You have not got that in the St. Lawrence Park, you have not got that in Georgian Bay and you have not got that generally in Fundy, but even there, there are exceptions to this rule that I have just enunciated. There is a service centre in Fundy and in Cape Breton right within the park. By and large, for example, in the Fundy park, we are relying on the services of the neighbouring community of Alma to provide the accommodation other than the limited accommodation for motels that exist in the park.

We believe that in the newer parks in the east it is preferable—and these are smaller parks than the western parks that we are speaking of, it is more feasible there than it is in Banff or Jasper—we believe that in the smaller parks it is better to have the accommodation facilities agglomerate around an organized municipality because these services then tend to contribute to the development of the municipalities.

At Louisburg, which is a national historic park, we decided that we would not create inside the park a community for those who serve the park, the government officials. We acquired land at Louisburg and built accommodations there. We will sell service lots to people who want those service lots that may be beyond our requirements. So we intend to support the infrastructure of the adjacent municipality rather than create a municipality in a park. This is the basic difference, I think, between the eastern and the western parks.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, I would like to ask Mr. Côté this question.

It has been my impression over the years, since I became a member of Parliament, that the department was working towards the end that they would own and run all the facilities within the national parks, and this new take over



policy in leasing is a continuation of the departmental attitude that they should own and operate all the services and everything within the parks.

Mr. CÔTÉ: Mr. Chairman, for my part, I would be a very unhappy man if I had the responsibility for running and operating all the facilities in the national parks. The experience that we have in Canada, the experience in similar parks—this is a long experience—in the United States of America, makes it, I think, clear that private enterprise can provide these services in a far more satisfactory manner than officials of a government could provide. We have never realized that the government would own and operate facilities.

Mr. HORNER (*Jasper-Edson*): Probably just own them.

Mr. CÔTÉ: Well, I am not too sure, Mr. Chairman, that the government as a landlord does not own facilities; I am not too sure. The question, in the United States, has gone a lot further because the pressures there have been far greater. We take the United States' experience, they have gone a lot further than we have. We have gone very slowly. They have provided concessions. We have some concessions in the national parks, and this is where we can have private capital providing the facilities on an economic basis, from their viewpoint, as long as we get that, and that they are making a reasonable return on their capital investment. We would be happy to have private enterprise run all these service facilities.

Mr. DINSDALE: Mr. Chairman, I would like to comment on the recreational aspect of the national parks. This has been a controversial subject recently. I was pleased to hear the witness say emphatically that winter sports are regarded as an acceptable recreational feature in national parks.

Would Mr. Côté have any comment to make on the recent situation with respect to the Olympics for Banff National Park? It was indicated in the press despatches that this was the one feature—or the important feature—that prevented the Winter Olympics from coming to Canada in 1972. I know the wilderness promoters were very vocal on the point and I think it is important for the future—it is too late now—that it be stated in unequivocal terms that winter recreational activity is an acceptable feature for national parks.

Mr. CÔTÉ: Well, there is no question about it that winter recreational activities, outdoor recreation, is an acceptable recreational feature for national parks.

As to the question of policy affecting the Olympic Games, I think that the Minister made a statement in the House on this subject. The government was behind the Olympic Games being held in Banff. It wanted the Olympic Games in Banff. The Minister indicated and it is our view, that the Olympics might cause some disruption in a national park because one has to concentrate maybe a dozen arenas and provide for a lot of facilities such as major transportation facilities. One would have had to provide roads. Our original appreciation was to have access to the skiing area. One would have had to have practically a continuous bus-train to take people who would come in large numbers to see these events. These are events that last only three weeks, and if we position ourselves carefully, as we intended to, there would be no problem at all about holding the Olympics there. There would be no scarring and damaging of the



wilderness area of Banff. But one has to position the features correctly that would suit the Olympic standards and the park aspects of this. And, after the games are over, if one foresaw the need for only say, two skating rinks, the other eight or ten could be removed and sold for salvageable value.

This had been thought out carefully and the government concluded that there would be no irreparable damage done to the national parks and indeed that it would be a good thing to have the Olympics held at Banff.

Mr. HORNER (*Jasper-Edson*): Was this stated clearly to the Olympic committee and people involved in the votes.

Mr. CÔTÉ: Yes.

Mr. DINSDALE: I think probably there might have been a little hesitancy in the first instance, and I know this is an area that Mr. Côté cannot dabble in, but I did ask a question in the House last November, and no answer was forthcoming. I asked for the government to declare itself, in no uncertain terms but I could not get an answer. I think that was the time when we should have been putting forward a positive viewpoint to offset the criticism that was beginning to emerge from the people who are not in favour of this sort of recreation in national parks, but I cannot pursue that at this time.

There is another controversial area, namely, the role of the Banff School of Fine Arts which has been subject to controversy in recent years. Now, is it regarded that the Banff School of Fine Arts is a suitable activity in national parks?

Mr. CÔTÉ: Mr. Chairman, there had been questions raised about activities extraneous to those of the Banff School of Fine Arts being agglomerated around the Banff School of Fine Arts. We have had very fruitful discussions with the president of the University of Alberta, and I think the questions that were raised at one time concerning the Banff School of Fine Arts are now solved to the mutual satisfaction of the parties involved.

Mr. DINSDALE: Including the director?

Mr. CÔTÉ: I hope so.

Mr. SOUTHAM: Mr. Chairman, now that the policy of national parks has been opened up after the long and comprehensive discussion we have had regarding Mr. Horner's question, I would like to ask Mr. Côté where we stand now on this recently announced policy—and I speak of it as recently announced it was announced by the Minister last April in the House—of providing further national parks facilities, and more specifically he referred to Saskatchewan.

As the Chairman knows, and I think members of the department know, and I believe that many members of the House who have been sitting here since 1958 will agree, that I have been advocating this policy of expanded facilities in the national parks. This has been referred to by my friend, the Hon. Walter Dinsdale, this morning as a necessity due to the explosion of tourist traffic, and Mr. Côté referred to it, I think, as a surging demand on the part of the public. I was very pleased, as a member, to hear the Minister announce last April in the House that we were going to have a second national park for Saskatchewan.

Now, my questions relate to what areas were surveyed in Saskatchewan with this object in view. What criteria have been laid down to qualify these areas for the second national parks, and what is the present status of this proposed second national park development?

Mr. CÔTÉ: Well, Mr. Chairman, the government of Canada has been in discussion with the government of Saskatchewan as regards the establishment of a second national park in Saskatchewan. The discussions have gone very well, and I think it would be premature at the moment to indicate the area which might be satisfactory to the province of Saskatchewan as members of this Committee will understand because of our problems affecting the acquisition of the land, it might be a bit premature to say anything about it.

As members of the Committee will appreciate, in the establishment of a national park, the area has got to be one which the province and the government of Canada consider to be of outstanding significance from the viewpoint of flora or fauna, and then the province is required to acquire this land and to dedicate it to the nation free of encumbrances, and then the development of a national park takes place. So, I would, at this stage rather tread delicately in indicating where this area might be. I hope that in the near future it will be possible to determine, with the province, more specifically the outlines of a given area and that an announcement will be made at the time which will be satisfactory to the government of Saskatchewan.

Mr. SOUTHAM: Well, did you answer the question I put? What areas have been surveyed up to the present time?

Mr. CÔTÉ: Well, it was the joint survey made, I am informed, Mr. Chairman, of six areas, and I would prefer, if the Committee agrees not to go into details of which of the one, or two, or three areas, looked most favourable, because of the reasons I indicated earlier.

Mr. SOUTHAM: Let me say this. I am not asking specifically what decision was made, but I am asking what areas have been surveyed up to the present time, a joint survey as you have explained by officials of your department and the Saskatchewan officials of natural resources.

Mr. CÔTÉ: Mr. Chairman, I do not have the information immediately available but I will find out and I hope to give the Committee a list of the six areas which have been jointly surveyed.

Mr. SOUTHAM: Mr. Côté, could you elaborate on the criteria that have been laid down other than just the flora and fauna aspects. I realize this is important but have there been any other criteria.

Mr. CÔTÉ: There are criteria set out in the statement of national parks policy statement, Mr. Chairman, Page 31, which sets it out in some general detail. If the Committee wishes I could read this fairly quickly. It reads as follows:

Based on the above approach, the following are established as criteria for a National Park.

(1) To be considered as a potential National Park an area must be worthy of preservation. This means that it should:

(i) be an outstanding example of the best scenery in Canada, or

- (ii) have unique scenic, geographical or geological features of national interest, or
  - (iii) have outstanding examples of flora and fauna of national interest or
  - (iv) provide outstanding opportunities for enjoying appropriate non-urban forms of outdoor recreation amid superb surroundings.
- (2) Preferably and in accordance with its purpose, it should be large enough to support indigenous flora and fauna.
- (3) Depending on the size of the area, and the purposes of the proposed park, it is usually desirable that the area or part of it be suitable for recreational purposes and for accommodation or other visitor services.

(4) It must be evident that the area is of sufficient value now or for the future to justify the expenditure required for preservation and development.

There is also a paper which details this more clearly as to the criteria, and I would be delighted to table this for the Committee's use if this was satisfactory to the Committee.

The CHAIRMAN: Is it agreed.

Agreed.

Mr. SOUTHAM: Mr. Chairman, I can assure you as a member from Saskatchewan that the citizens of that province are wholeheartedly in support of this policy. I have been advocating it, and a number of other members of our party have, and I am glad to see that the present government has, because of the necessity for the development of resources, not only in all of Canada, but in specific areas, and Saskatchewan was one of those. This has been pointed out before, but for the benefit of the Committee I would like to emphasize it again. For instance, we have been discussing national parks in Alberta for some length of time. It so happens that Alberta has five, we have only one, and I think that hear you see a sort of disparity as far as national development is concerned, between one province and another.

I would like also to indicate, as a matter of great interest, that we have ten provincial parks in Saskatchewan, and the area that I represent, Moose Mountain, has the Moose Mountain provincial park lying within its boundaries. It is interesting to note that last year this park had the largest influx of tourists of any of the ten provincial parks in Saskatchewan. This is one of the reasons why I have been strongly advocating that this present survey team take a hard look at this particular area. The reason it had this terrific influx of tourists is its geographic proximity to the United States. Before any final decision is made I would like to support a proposal by people living within that area that a delegation or representation be heard either at a joint meeting of your survey team or possibly here in Ottawa, or, if you people are travelling out to Saskatchewan, it could be heard there. I know that there is extensive pressure from various parks. You have serious considerations to take into account.

Mr. Côté: Mr. Chairman, I could say this much, among the six considered, Moose Mountain is one of the areas. It has been considered.



Mr. McKINLEY: Mr. Chairman, are there any new national parks to be started in Ontario or western Ontario in the near future?

● (12:40 p.m.)

Mr. Côté: We have been in discussion with the province of Ontario in this regard and there are several areas that have been looked at. We do hope that in the not too distant future there may be another national park in Ontario. I must say in this regard, Mr. Chairman, that Ontario has in the last few years spent a considerable amount of money assembling land, particularly on the shores of the Great Lakes to preserve that area. They have been spending quite a fabulous amount of money doing what we think is a very excellent job. We hope that they will be prepared at the appropriate moment to dedicate to the nation a suitable area for a national park.

Mr. McKINLEY: You are speaking of the province in this particular—

Mr. Côté: The province is doing this on its own, but we hope that they will be prepared in the foreseeable future to dedicate an area as a national park area.

Mr. McKINLEY: Is there federal money going into these provincial parks that they have established. I live right beside the Pinery park.

Mr. Côté: No, I do not think there is.

Mr. McKINLEY: No federal money is involved?

Mr. Côté: I do not think so.

Mr. McKINLEY: Could we have a list in the Committee of the sites that are being looked over for the establishment of a park in Ontario?

Mr. Côté: I would like to consult the province of Ontario. Again there are these considerations involved, and it is pretty tricky business. I would rather like to first get the agreement of Ontario.

Mr. ALKENBRACK: Mr. Chairman, regarding this subject of parks in Ontario, I think Ontario is pretty well looked after by quite a broad system of provincial parks, but I would point out to you and the Committee that we do have two areas or shall we say two watersheds that are controlled federally and they are the Trent and the Rideau systems. I would like to see a federal program, with provincial co-operation wherever necessary, take an interest in landed rights, a federal program to further develop these two great assets that Canada possesses, historic assets at that, namely, the Rideau and the Trent systems. As one who has frequently toured the Rideau, I can bear witness to the underdevelopment of the Rideau. This canal has been in existence I believe since 1835, or something like that, and about all we have is a well maintained canal. I would also point out that there is plenty of area in connection with that, scenic area, that could be federally developed.

Mr. Côté: Mr. Chairman, in answer to that statement, if I might call it so, I should like to say that probably the criteria of a national park could hardly suit just the Rideau and Trent canal systems. We have been, however, in general discussion with the federal departments involved and indeed with the province. There are historical aspects to be considered. There are other aspects also to be taken into account. The areas surrounding these systems are fairly well all in



private hands and probably a different formula would be required to get co-operation between the province and the various agencies of the federal government and municipalities to revitalize the canal systems from a boating viewpoint, an historical viewpoint, a visitor's viewpoint, a tourist viewpoint, and we are looking into this.

● (12:45 p.m.)

Mr. ALKENBRACK: The tourist influx in both these areas could be vastly exploited and increased. I think that federal leadership is required here, simply because we own the canals.

Mr. CÔTÉ: The Department of Transport has been giving leadership in this area and we have been working very closely with them from an historical point of view.

Mr. ALKENBRACK: The Department of Transport are not in the promotional field and to a certain extent you are.

Mr. CÔTÉ: Well, I think they are very conscious of the value of tourism and just to maintain a straight canal for no purpose at all is not really advancing the cause. The Department of Transport has to maintain these canals. It is a question of re-developing them for the tourist boating trade that is really or the increase.

Mr. ALKENBRACK: I have a few questions which concern another category. Is it all right to ask them, Mr. Chairman?

The CHAIRMAN: Is it connected with item 15?

Mr. ALKENBRACK: Yes.

The CHAIRMAN: All right, go ahead.

Mr. ALKENBRACK: Well as the mover of the motion two years ago that was instrumental in the purchase of the residence of the late Sir John A. Macdonald "Bellvue" in Kingston I am interested in the development of it, and I would ask what was the capital cost of the house in the first place? What did it cost the nation?

Mr. CÔTÉ: Mr. Alkenbrack, the acquisition cost was something of the order of \$45,000 or \$50,000, something of that order.

Mr. ALKENBRACK: I thought it was \$36,000.

Mr. CÔTÉ: Well, the legal fees may be entailed; I could not tell you, sir.

Mr. ALKENBRACK: I am not asking for this for totally critical reasons but just to get a résumé of what has been accomplished. I know there would be legal fees.

Mr. CÔTÉ: I would ask Mr. Schonenbach who is acting head of historical sites division to speak to that. Could you speak into the microphone, Mr. Schonenbach?

Mr. P. SCHONENBACH (*Assistant Chief, Canadian Historic Sites Division, Department of Northern Affairs*): Mr. Chairman, I think we have made fairly good progress with this site. We hope to have it ready for official opening o

May 23, 1967, and we are at the moment finishing the fabric restoration; acquisition of furnishings is going ahead and it seems really that our schedule is pretty well on the bit. The cost, of course, is generally keeping in line with historic sites development in that it is exceeding the general estimates; but I think that from all our reports we will have a very meaningful historic site.

Mr. ALKENBRACK: Do you have the capital cost laid down?

Mr. SCHONENBACH: At present I have not the figures with me; I am sorry.

Mr. ALKENBRACK: Could you get them for me?

Mr. SCHONENBACH: Yes.

Mr. CÔTÉ: We could make them available to the Committee at the next meeting.

Mr. ALKENBRACK: Yes. Well there are five other questions. What was the capital cost, that is the primary capital cost, how much has been spent on repairs to date? I know repairs were quite an item because the property was not in very good shape. Were tenders called for the repair of the house? What were the amounts of the tenders? Who was the lowest tenderer? Who was doing the job of repairing the house? In other words, did the lowest tender get the job? The rest of the questions have been answered.

Mr. CÔTÉ: We could have this at the next meeting, Mr. Chairman, if that is satisfactory.

The CHAIRMAN: I believe Mr. Dinsdale has another question.

Mr. DINSDALE: Yes, Mr. Chairman. It has to do with the first question raised by Mr. Alkenbrack. From parts of the discussion this morning it would seem there is an urgent need for a wider classification of the national parks, particularly the overwhelming demand for recreational facilities. I am wondering if the department has any program in mind the would make it possible for Ottawa to provide some leadership in this field. We are decades behind now and as far as I can see there is no specific program. I have asked questions on it and I am informed that all sorts of parks are being set up under the centennial commission, which is a very temporary thing, but what is the long term view on this urgent need?

Mr. CÔTÉ: Well, Mr. Chairman, I would say that we have had, as Mr. Dinsdale recalls, meetings with the provincial park administrators over the last several years and I think this federal-provincial conference was established under either his ministry or that of Mr. Hamilton, I cannot recall which.

Mr. DINSDALE: It was 1962.

Mr. CÔTÉ: It was 1962 was it? We have had fruitful meetings with them to have an inventory of parks in Canada. To have this inventory you have to classify the parks, what they are really and what their purpose is. This has been a long exercise and it is still going ahead. But we are achieving a fair understanding now of what are the parks throughout Canada and how they fit into the general fabric of the nation.

We have also had discussions with them as regards the need for more provincial parks and more national parks and as a result some of the provinces

have been stimulated into action. We have got the case of Saskatchewan now. We have Ontario actively considering this and New Brunswick is anxious to move ahead. Newfoundland and Nova Scotia—more particularly Nova Scotia is a prime example. Kejimikujik park is coming forth and being developed now. Also Nova Scotia has dedicated to the nation the Louisburg historic park which meant that the province had to acquire 20 square miles at its expense and make it available to the nation.

Prince Edward Island is studying the possibility of a further national park area or areas and I think there is a general interest for more national parks. There is also a desire that some of the areas should be developed along the sea coast of Canada. This is a fast vanishing type of area and this is leading us to the consideration of probably setting up different categories of national parks.

As regards the recreational aspects of parks, outside the direct ambit of national parks, ARDA has given some leadership in this field and, as Mr. Dinsdale has indicated, by virtue of the centennial commission's matching programs it is very interesting to see the amount of recreational areas and parks being set up throughout the nation. In some areas I was interested to see that three fifths of the shared costs are going to recreational facilities and parks. In other areas it is two fifths and in other areas it is on a 50-50 basis, and there is a very strong upsurge that is going to be felt in the years to come, in sometimes very small parks, other recreational facilities and local facilities. But the total impact is going to be very considerable.

Mr. DINSDALE: With reference to the recreation projects being established under the ARDA program, is it contemplated that ARDA will move more and more into this area and the national parks withdraw from this recreational area?

Mr. CÔTÉ: I would not say that, Mr. Chairman. No, I think that the federal government is going to continue to give leadership in the field of national parks and national areas. There is this sort of help that can be given to provinces or municipalities through the provinces for the development of provincial lands which are not suitable for agriculture. I think there is a project which is being developed outside Quebec City on this basis.

The CHAIRMAN: Inasmuch as it is nearly one o'clock I will allow one more question. Mr. Lind.

Mr. LIND: With regard to the conservation authority, is that entirely taken out of Northern Affairs and National Resources. I am referring to the conservation authority throughout Ontario, mainly the Thames, the Sauble and Big Creek?

Mr. CÔTÉ: This matter now, sir, is under the jurisdiction of the Department of Mines and Technical Surveys, the new department of Energy, Mines and Resources.

Mr. LIND: The parks that are connected with these authorities have been taken over by them?

Mr. CÔTÉ: Well I would not say that the parks have been taken over by them. The agreement is a cost-sharing agreement with the provinces, the provinces or conservation authorities, or both of them, have the responsibility



for the operation and maintenance and development and there is a cost-sharing with the federal government. The administration of the cost-sharing agreements is under the new department.

The CHAIRMAN: Gentlemen, on the suggestion of Mr. Horner is it agreed that the heads of the ratepayers' association from three of the largest western parks and the Hon. A. L. Patrick, Minister of Industry and Tourism of the province of Alberta be asked to appear before the Committee as soon as it can be arranged. Is it agreed?

Some hon. MEMBERS: Agreed.

Mr. DINSDALE: Mr. Chairman, would that include the representatives of the prairie parks?

The CHAIRMAN: Well, I have taken the suggestion from Mr. Horner. He suggested the head of the ratepayers association of leaseholders.

Mr. DINSDALE: The three major parks?

The CHAIRMAN: Well, the three major ones.

Mr. HORNER (*Jasper-Edson*): If a lease-holders association, for instance, in Riding Mountain would like to appear I think we should have them. This is the point.

The CHAIRMAN: Oh, yes. And you will furnish me with the names and addresses of those who you think should be here.

Mr. HORNER (*Jasper-Edson*): If we are going to have this kind of discussion and hear the leaseholders side of the thing, then we should also write to the National and Provincial Parks Association of Canada who have been very vocal on the other side and ask them to make representations to the government because they have been writing editorials and putting out publications of their own. We would get both sides then. I am not asking that just our side be heard but allow these other people to appear also.

The CHAIRMAN: If there are no objections that will be done. Now, gentlemen, this meeting is adjourned.

Mr. ORANGE: Mr. Chairman, just one question. With reference to the representations from the parks, will we have the assurance that these representatives appearing before us are truly representative of the parks' people. I am concerned about the statement Mr. Horner made earlier with regard to the Crawford Report in which he said this was not truly representative of the feeling of people in the parks. He intimated, at least I gained the impression, that there might have been coercion on the part of a particular agency, a commercial agency, in restricting appearances before the Crawford Commission. This is the only concern I have at this stage.

Mr. HORNER (*Jasper-Edson*): Well, yes, I think we can give you that assurance. What I would suggest in that regard is that we offer an invitation to these ratepayers' associations who have pretty well complete representation, and we also invite the national and provincial parks association of Canada to give the other side; and if the Committee is still not convinced that they are hearing the whole story, then we can ask for other submissions from these



people in the national parks. As a matter of fact, it might not be a bad idea if we took the entire Committee to Banff and Jasper and sat as a Committee there.

An hon. MEMBER: That is the best idea I have heard all day.

Mr. HORNER (*Jasper-Edson*): Well I am sure that these people would be delighted.

The CHAIRMAN: Gentlemen, Mr. Côté has something to say.

Mr. CÔTÉ: Mr. Chairman, one question was asked by a member earlier about the estimated cost of the Banff sewage treatment plant. There was a design cost made a few years ago which proved to be too small and at that time the figure was \$600,000 for a full sewage treatment plant. I think the answer is with the escalation of costs recently one should count on something of the order of closer to \$1 million.

The CHAIRMAN: Gentlemen, the meeting will stand adjourned to the call of the Chair.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

# Northern Affairs and National Resources

*Chairman:* Mr. H. BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

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TUESDAY, MAY 10, 1966

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Main Estimates (1966-67) of the Department of Northern Affairs and National Resources

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WITNESSES:

the Hon. Arthur Laing, Minister of Northern Affairs and National Resources; and from the *Department of Northern Affairs and National Resources*: Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister; Mr. P. H. Schonenbach, Assistant Chief, Historic Sites Division.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,  
Mr. Allard,  
Mr. Berger,  
Mr. Blouin,  
Mr. Dinsdale,  
Mr. Gundlock,  
Mr. Habel,

Mr. Haidasz,  
Mr. Horner (*Jasper-  
Edson*),  
Mr. Howard,  
Mr. Hymmen,  
Mr. Laprise,  
Mr. LeBlanc (*Rimouski*),  
Mr. Legault,

Mr. Lind,  
Mr. Mather,  
Mr. McKinley,  
Mr. Neveu,  
Mr. Nielsen,  
Mr. Roxburgh,  
Mr. Simpson,  
Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

TUESDAY, May 10, 1966.

(5)

The Standing Committee on Northern Affairs and National Resources met this day at 11.10 a.m., the Chairman, Mr. Badanai, presiding.

*Members present* : Messrs. Alkenbrack, Badanai, Blouin, Dinsdale, Habel, Iaidasz, Howard, Laprise, LeBlanc (*Rimouski*), Legault, Lind, Mather, McKinley, Orange, Roxburgh, Simpson (16).

*Also present*: Mr. Forrestall, M.P.

*In attendance*: The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; *from the Department of Northern Affairs and National Resources*: Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister; Mr. P. H. Schonenbach, Assistant Chief, Historic Sites Division.

The Chairman reported that, in accordance with the agreement at the last Committee meeting, he had written to invite the specified witnesses to appear before the Committee on the matter of national parks and leaseholders.

The Chairman presented the First Report of the Subcommittee on Agenda and Procedure as follows:

Your Subcommittee met yesterday and recommends to the Committee that, on the matter of national parks and leaseholders, the five witnesses who have been invited to appear be heard first, after which consideration can be given as to whether or not the Committee deems it necessary to hear additional witnesses on this subject.

*Agreed*: that the First Report of the Subcommittee on Agenda and Procedure presented this day be adopted.

In relation to Item 15 of the main estimates of the Department of Northern Affairs and National Resources, Mr. Côté presented additional information on national parks and national historic sites, as requested at the last Committee meeting. He tabled the following documents, copies of which were distributed to the members:

- (a) Banff, Jasper and Waterton Lakes National Parks: A Report prepared for the Department of Northern Affairs and National Resources respecting certain aspects of the operation of these National Parks and the Townsites therein, by the Institute of Local Government (K. Grant Crawford, Director), Queen's University at Kingston, 1960;



- (b) Requirements of a National Park, National Parks Branch, Department of Northern Affairs and National Resources, Ottawa, April 1964.

*Agreed:* that Item 15 of the estimates be allowed to stand.

The Chairman called Item 20 of the estimates:

20. Natural and Historic Resources, Construction or Acquisition  
\$16,055,400.

The Minister was questioned, assisted by Messrs. Côté, MacDonald and Schonenbach.

Item 20 was carried.

The Committee adjourned at 1.00 p.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

TUESDAY, MAY 10, 1966.

(11.00 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum.

Mr. ALKENBRACK: What is a quorum?

The CHAIRMAN: The quorum is 13.

Now, gentlemen, in accordance with the agreement of the last meeting, I have invited by letter, the following witnesses to appear before the Committee: the heads of the ratepayers associations of Banff, Jasper, and Waterton Lakes, Messrs. Roberge, Clarke and Craig; the Alberta Minister of Industry and Development, the Hon. A. R. Patrick; and the President of the Canadian Association of National and Provincial Parks, Mr. A. B. Frame.

Your subcommittee on Agenda and Procedure met yesterday, and recommends to the Committee that on the matter of national parks and leaseholders, the five witnesses who have been invited to appear be heard first, after which consideration can be given as to whether or not the Committee deems it necessary to hear additional witnesses on this subject.

Since we expect witnesses to appear on the leaseholder matter, shall we proceed as follows: first, examine the information relating to item 15 which Mr. Lôté, the Deputy Minister, can now provide, as he agreed to do at the last meeting; second, let item 15 stand; third, proceed to consideration of item 20. Is it agreed that we proceed in the order which I have enumerated? Any objections? I take it that it is agreed.

Mr. DINSDALE: Which is number 20?

The CHAIRMAN: Number 20 sir of the Estimates is Natural and Historic Resources, Construction etc. Now, may I also say that since the proceedings are being recorded, may I ask all Members when addressing the Chair to speak into the microphone. You know the electronic devices which are at the rear of the room are acting as the reporters for this meeting.

I take it, then, it is agreed that the recommendation of the steering committee has been accepted. Any objections? Agreed.

Mr. DINSDALE: Mr. Chairman was there any discussion at the steering committee of the possible locales of some of these meetings?

The CHAIRMAN: Yes, right here.

Mr. DINSDALE: Mr. Horner has suggested that it might be useful if some of these meetings took place in the mountain area where some of the problems could be discussed on site.

The CHAIRMAN: Yes he had informally suggested that after our last meeting. However, there was no consideration given to his suggestion at that time. My understanding was that we would eventually consider such a proposal later on. But at the moment, however, there was no decision made on the suggestion by Mr. Horner that we take our meetings to the Park areas of the west.

Mr. DINSDALE: I suppose it might depend on the attitude of the people who are being invited, whether they would be willing to extend such an invitation.

The CHAIRMAN: They have been invited to Ottawa and I will wait for a reply from them and then the committee will be notified of their reaction.

Now I would like to ask Mr. Côté to present the information which he has brought to us.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, at the last meeting of the committee indicated that the Department would try to get copies of the Crawford Report. They have been able to reprint this report, and I have here a number of copies which I would like to table and have distributed to the members of the committee if the committee is agreeable.

The CHAIRMAN: It is agreed to have this information distributed to the members.

Mr. CÔTÉ: Besides that, there was a question of requirements for a National Park. I think, Mr. Chairman, the members of the committee will recall that at the last meeting I read very briefly from the policy statement on National Parks, what would be the requirements of a National Park, and indicated that there was a statement concerning the requirements, which I could make available to the committee. I also have this document reprinted, and available for distribution to members of the committee, which I would like to table now.

● (11.15 a.m.)

Mr. Chairman, the question was raised by Mr. Alkenbrack concerning Bellevue House. I have the information now. The cost of the acquisition of the building was \$35,000. And up to May 4th, 1966, \$45,791.06 were expended. Approximately \$12,000 has been spent, or has been spent to date, on the acquisition of period furnishings. We expect that the total additional cost for the final restoration of Bellevue will be in the order of \$30,000.

The restoration work itself is being undertaken by day labour under the supervision of the regional engineer, following restoration guidelines provided by Mr. Peter Stokes, who, as members of the committee know is a distinguished restoration architect. We believe that the particular nature of this work made it unsuitable for tender calls, and particularly since the Department was called upon to undertake to have a substantial portion, if not all, of the restoration completed by 1967, and to have the site itself operational by that time.

Mr. Chairman, there is a further point raised by the members of the committee, Messrs Southam and McKinley, concerning the list of sites surveyed for other national parks in Saskatchewan and in Ontario. I was a bit loath to

same individual areas, and I undertook that we would consult about making these names available. I should inform the committee that the Minister made inquiries of the provinces by telegram to see if the information could be made available to this committee. We have had no reply at the moment.

These are the items I have Mr. Chairman.

The CHAIRMAN: Thank you, Mr. Côté. Now, gentlemen, shall Item 15 stand, and shall we proceed with discussion on Item No. 20? That has to do with the construction or acquisition of buildings, land and equipment, including authority to make expenditures on the proposed new national park in the area of Kejimikujic Lake in Nova Scotia, and in respect of national parks, historic sites and monuments, notwithstanding section 30 of the Financial Administration Act, authority to make commitments for the current fiscal year not to exceed a total amount of \$17,170,700.00, the details of which are on page 341.

Is there any discussion on Item 20?

Mr. DINSDALE: Mr. Chairman, I am sure that most of the members of the committee will be interested in the progress that is being made with respect to the development of national historic sites, particularly in view of the fact that we are on the eve of our Centennial and these historic sites will be playing a very important role in presenting Canadian history in tangible form. While it is true that Expo '67 will be the focal centre, I am sure that Members will agree that, having seen Expo '67, visitors from all over the world will be spreading across Canada; and I am wondering if we are going to be in a position to have a suitable number of historic sites animated, and equipped, to present a picture of Canadian history to the visitors, particularly those who come from other lands.

Our American friends, who make up the bulk of our tourist industry, are fascinated by this sort of thing, as we have seen demonstrated in the ceremony of the changing of the guard on the hill here.

I wonder if the Minister or the Deputy Minister could review progress that has been made and the plans that are in prospect for the preparation of our historic sites for '67?

Mr. LAING: Mr. Chairman, I agree with Mr. Dinsdale that the proximity to our hundredth birthday has increased interest all across the country, and we have a great number of organizations and people claiming that this is an appropriate time to set aside these historic spots.

I am sure the former Minister will agree with me that he had to rest and I have rested, on the advice given us by the Historic Sites and Monuments Board, and I want to pay this tribute to them. I feel that they are a group of extremely dedicated people who have received an inadequate amount of attention from us, and I am going to try to see that they get a little more.

They meet, I think, twice a year to judicate upon representations that are made to them, and they are meeting, I think, later this month—26th May—for at least two days. They have a considerable backlog of representations before them, and we have to be guided, of course, by their decisions. There are occasions when I have thought that a matter that has been brought to my



attention was of historic significance, but they have decided not: they are the experts, and I want to pay a tribute to Dr. Ferguson and the Board, who are doing a magnificent job for us.

Mr. Dinsdale speaks of animation. This has been most effectively done, I think—and I do not want to be unfair to anyone—by the Province of Ontario. We certainly are contemplating doing this in respect of Louisburg, of course, where it is at a point which we can call at least partial completion; and we have the same idea in respect of Signal Hill in St. Johns, and one or two other places. We are now, in our parks, as well, moving towards a description, for the visitors, of what it is all about, by putting in a building where a lecturer can tell the people what this is all about. We are going to apply this to our historical points, as well, as quickly as we can.

Mr. Côté: Mr. Chairman, to add to some of the details given by the Minister, we are improving the habitation in Nova Scotia somewhat. This is one area, if we can get the furnishings complete, which could, in our view be animated fairly well, but I am afraid it will not be ready by 1967.

A major effort is being placed on Louisburg this year, and there will be the Chateau St. Louis outline—the skeleton of which will be completed we expect in the coming year for '67. It is a tremendous undertaking. I don't know whether the members of the committee realize that that particular structure is forty feet short of the Centre Block of Parliament. As a restoration project, it is one of the very tremendous examples in North America.

Côteau-du-Lac outside Montreal, which marks one of the early canal efforts of Canada, and was the foundation for the development of the canal system tying the St. Lawrence to the Great Lakes, will be partially restored by next year. Bellevue House, we spoke about a moment ago. As regards Cartier Bréboeuf Park, the Grande Hermine is being restored, and it has been the plan for several years now that the Grande Hermine—which was Jacques Cartier's vessel used during the first wintering of the European settlement that we know of historically recorded in the written record—will be located in Quebec City after Expo '67.

Lower Fort Garry will have one of its restored buildings completed and made available to the public this summer, as probably the premier national historic museum in Canada.

Mr. DINSDALE: Is the Provincial Government going to continue its co-operation to animate this for '67?

Mr. Côté: No, sir, I don't think it will be animated for '67. It is alone a continuous project, as indeed all these historic sites are. As the former Minister recalls, this is a continuing program, and 1967 has created quite a stimulus. The budget has moved from three million to 3.6 millions for this year, but there is a limited amount of work that can be done because you have to have really expert people in the restoration art and to do the historical research needed to do a proper job. Then, of course, there will be something done at Fort Rodd Hill—improvement in that area. These are the major areas, Mr. Chairman.

The CHAIRMAN: Mr. Roxburgh.

Mr. ROXBURGH: I want to deal with parks, so if there is anybody else—

The CHAIRMAN: Historic sites—Mr. Simpson.

Mr. SIMPSON: I would just like to say, in relation to historic sites, that in Churchill we have Fort Prince of Wales which, although due to its location it doesn't get the same amount of visits as most of our other historic sites, is, as the Deputy Minister knows, one of the important historic sites of Canada. It was renovated or reconstructed where necessary several years ago. The building inside has not been reconstructed, but the fort itself—actually it didn't need too much work—is back in good shape. But the difficulty for people visiting Fort Churchill is transportation, across the Churchill river. Now, a few years ago, through National Historic Sites, a small landing wharf was constructed on the side of the Churchill river where the Fort is located. I think some \$25,000 was spent on that. However, this has not proved too good.

But the main thing is transportation in itself. People are going there each year; the Canadian National Railways run two large excursions; the Hudson Bay Association runs a large excursion; and in all there are some seven or eight hundred, or more, people who go on these excursions, most of them from the United States. All of them want to see this historic site, and the transportation they have to rely on—which is the best that can be provided by the people of Churchill—is not too good.

I would hope that some thought could be given to the possible provision of a vessel of some kind that could take these people across. Perhaps it could be left in charge of the people of the National Harbours Board, who are located in Churchill, or someone else. I realize that we probably can't have a full time operator to operate the vessel all the time, but when these excursions come in it is very necessary to have transportation, and I would hope that some consideration could be given to this as quickly as possible.

• (11.30 a.m.)

Mr. LAING: I agree, Mr. Simpson. I have been there on two or three occasions, I think by courtesy of the U.S. Air Force, but it is very difficult for me to see the justification for the investment that we have put in and yet to deny people the right to go in there to see it; I appreciate that; and if a small vessel could be put in there to carry people across we will certainly have a look at it. It is a magnificent port which goes back to Samuel Hertz in 1713, it was stabilized several years ago and it is in excellent shape, and for anybody in northern Canada, in that particular area, not to be given an opportunity of seeing it, is a big loss, and we will have a look at it to see what we can do.

Mr. HABEL: Has the province of Ontario asked, or made any demand, that Moosonee and Moose Factory be studied as historic sites, as well? In fact, from June until the end of September, the O.N.R. has organized excursions to James Bay, mostly to Moose Factory, and in fact as many as 600 to 1,000 people, coming from as far as Toronto and south of Toronto, are coming up north for weekends to visit that site. Having in mind that there are many historic spots here, it might be very interesting if a study were made of that particular point, and having in mind also that it would be a very good opportunity for northern

Ontario Indians to have a trade in souvenirs and things like that from both sides of the Bay, even from my colleagues in the east and the west, such as at Albany and all those missions there. It would be, I imagine, something worthwhile, and I wonder if Ontario has made any request, or has suggested that this site be studied as a—

Mr. LAING: I am told, Mr. Habel, that no request has been made.

I appreciate that it is becoming a very important place, and there are hunting trips in there now which are organised—

Mr. HABEL: Yes; but outside of hunting, Mr. Minister, throughout the summer there are excursions every weekend.

Mr. LAING: There is a great history there. I recall seeing a letter—and I do not know who it was from—mentioning York Factory, not Moose Factory. The York Factory buildings are there. I think they are wooden. I have seen them from the air only. It would be a tragedy if we ever lost that building, because there is an enormous amount of history behind it. But we have had nothing official from the Ontario government as yet.

Mr. HABEL: They have even been talking of having a museum there at Moose Factory, and I was wondering if the province had really made a request to the Department, because quite often they do mention that they want to have it open as a historic park.

Mr. LAING: Yes; we are conscious that quite a number of Indians are being given employment, too, as a result of it.

Mr. FORRESTALL: Mr. Chairman, I was just wondering if the Minister would mind going into a few details with regard to Halifax. I do not want to delay the proceedings but I am concerned about George's Island, the Citadel and the old town clock, the entrance way to which is not at all in keeping with the job that has been done in cooperation, I think, between the city and the department. I am wondering specifically about the interior, and what sections of Citadel Hill will be open to the public next year; what sections will not be in a position to be opened through perhaps, the continuing restoration program; and finally whether or not, in connection with the Citadel in Halifax, the changeover in the infra-structure of the Department and the Department of Public Works, from an engineering point of view, may or may not have brought about some delays in proceeding with the restoration of the Citadel.

I am sorry, perhaps it is not proper to get into details—

Mr. LAING: I visited there and I think I visited all of the areas. The difficulty in Halifax, from our point of view, is the sheer wealth of things that should be preserved. There is not one area, there are five or six areas, all of which, when you see them, seem worthy of preservation.

You speak of George's Island which, I think, is opposite the big hotel. I travelled over the top of that and underneath it, and there is some of the most remarkable brickwork under that island that I have ever seen, with the tunnels and so on. We are trying to retain that in its present position. In the case of McNabb's Island we have been negotiating with the mayor of Halifax with respect to their taking that over as a provincial park and preserving it.



With regard to the Citadel we think that we should probably concentrate the funds that we have, because to do right by Halifax, we could take all the funds in Canada and put them in Halifax, were we to bring the things that seem meritorious up to a position where they would be retained for all times.

We are going to concentrate on the Citadel, and we have a report which I am told by Mr. Côté and Mr. McDonald will be available for us within a month. There has got to be some work done on the Citadel. We realize that.

Mr. FORRESTALL: This is preparatory work for next year.

Mr. LAING: Yes.

Mr. FORRESTALL: So that the areas will be safe for visitors in the internal part of the—

Mr. LAING: The others we are just retaining, and endeavouring to retain, in the position that they are at the present time. I am speaking of George's Island. There is some magnificent work over there.

Mr. FORRESTALL: Is it possible, Mr. Minister, in terms of your present planning, then, to consider the opening of part of George's Island next year?

Mr. LAING: We do not want to commit ourselves, because we have got to relate the amount of money that we put into these places to the attendance, and were we to transfer the population of Montreal to Halifax, the assets of Halifax would be the great drawing card; but it is a matter of population and attendance, and I am informed that my men say they are concerned about the total budget. We could put all of our money in Halifax.

Mr. FORRESTALL: We would be delighted to have it, Mr. Minister, I can assure you of that.

Mr. CÔTÉ: May I add a word here Mr. Chairman? The Halifax Citadel has raised a very great number of serious problems because of the settling, one way or the other, when we have gone into some of these works, as doubtless Mr. Forrestall has seen in the spring. The digging is very considerable and you have to get down to hard rock and re-build. This is very, very expensive, and to do the whole of the Citadel would be a tremendous enterprise. We are making a comprehensive study and hope to have some information which will give us some opportunity, over the years of having a progressive series of works done so that we do not find ourselves in the position—which is what has happened now—of being obliged, within fifteen years or so, to start over and do again what has been done fifteen years ago.

In the meantime, there is York Redoubt which is on the mainland and is more readily accessible. York Redoubt is being stabilized now and will, we expect, be available next year for the visiting public. This will tend to have two features visible. The Citadel itself will be visible, but we are also concerned with the parking problem in the Citadel. We hope that, by making two sites available, there will be people visiting one site while others are visiting the other, thereby relieving the pressure temporarily until we can move ahead on the longer-term plans.



Mr. FORRESTALL: One further question about Citadel Hill. This is regarding the steps at the entrance to it, as it leads up from what is Brunswick Street, or the harbour side of the Citadel Hill, along where a magnificent wall has been built. They have not done anything about an entrance way to their steps up over the hill.

Is this part included in the estimates? Is there any consideration being given—

Mr. CÔTÉ: Mr. Chairman, in these local problems of co-operation between local authorities it has been difficult to arrive at a precise understanding of what are the plans on both sides. We hope to have that settled.

Mr. FORRESTALL: I have just one final thought on some of our wonderful sights in Halifax: How did the Department get into the operation which was carried out at Fort Henry—the changing of the guard?

Mr. CÔTÉ: Mr. Chairman, I might speak to that. Fort Henry is a fort which belongs to the Government of Canada, and in the 1930's—in the period of “make work”—an arrangement was arrived at with Ontario, and Ontario undertook to do this work. Mr. Ronald Way was the man who did most of the planning and carried out the work there. It is on a lease arrangement with Ontario, and Ontario has animated it and done it very well; and we are very delighted that, through this co-operative effort over many years, this particular site is available to the visiting public of Canada and from abroad.

Mr. FORRESTALL: Has your Department done anything to encourage a similar attitude, or approach, to the animation aspect of it, on the part of the province of Nova Scotia, or the City of Halifax in regard to Halifax Citadel?

Mr. CÔTÉ: Halifax Citadel is in a different category in that Halifax Citadel is a national historic park and it is the Government of Canada which should do the animation there.

The other aspect of Fort Henry is that this is on lease to Ontario, and Ontario provides for all this. It would mean that the moment we get into animation of this nature we would have to have a fee charged for the animation period. This is under consideration, and we hope, in the longer run, to move in that direction; but it requires very careful study on the purpose of the animation. It is just not putting in any group there. We have to know exactly what we want to illustrate, and then the question of costumes, et cetera comes along; and in Halifax one should see to the restoration of the building itself and the use to which it should be put, and then work toward the costumes and the animation. ✓

Mr. FORRESTALL: Then this is not envisioned as something that is practical for 1967?

Mr. CÔTÉ: I am afraid not.

Mr. FORRESTALL: I would like to project that one further step. The Department would not be overly interested in entertaining representations from—and I have not given this much thought, but it is the point I am after—for instance, the Halifax Rifles which, I believe, is Canada's second oldest regiment,

to go in and do a summer program next year which might lend some colour to the certainly getting close to a quarter of a million visitors whom we get each year.

Mr. CÔTÉ: We hope that there may be an opportunity, even if it is not in entirely historical character, for the local military to be prepared to do something, as they have in some years, and this would be of considerable value. It might be not of straight historical concept, but—

Mr. HADASZ: Mr. Chairman, I would like to ask the Minister whether any of the twenty museums maintained by the Canadian Historic Sites Division are specifically of an ethnological or ethnographic character, and whether the division, or the advisory body, has taken into consideration the initiative and request of Canadians of Polish extraction, who are descendants of the first Polish settlers in the Ottawa and Madawaska Valleys? I refer specifically to Wilno, Ontario. They have obtained from the Ontario government, I believe, a charter to establish an ethnographic museum. Could the Deputy Minister give us any information on these representations, or tell us any way in which the Department can aid in such efforts?

Mr. CÔTÉ: Mr. Chairman, I think the answer to this is that the Department operates national historic museums and not ethnographic museums as such. The general ethnological aspect of the federal government's work is carried on by the National Museum—the preservation, discovery, the making known of knowledge on the ethnography of Canada or the ethnological aspects of Canada—and the Department itself is dealing with events of national historic importance, those events which may have affected the fabric of the nation, and when the Historic Sites and Monuments Board makes a recommendation to the Minister on this general subject, or a particular area, concerning the contribution of any body, it is in relation to its national historical impact—its impact on the nation—and not as an ethnographic aspect as such.

(11.45 a.m.)

Mr. DINSDALE: It would seem, Mr. Chairman, that there have not been any plans made for a major activity on an historic site in each province, other than the Fortress at Louisbourg. This is the information I am endeavouring to bring out here. I know that when we decided to go ahead with Louisbourg that was to have been regarded as a major undertaking, involving an expenditure of some 10 million dollars; but were there not also plans to have something of a special nature in each province? For example, Signal Hill in Newfoundland, Louisbourg in Nova Scotia and the Habitation in New Brunswick and the Plains of Abraham in Quebec; Fort Henry is already operating in Ontario; Fort Garry, Manitoba; Batoche in Saskatchewan; Macleod in Alberta; and Dawson City in the Yukon? Now, is it not possible, because I think it is important to our centennial celebrations, to have something in every province that would act as a focal point for the visitors who are coming to Canada. It is true that these designations are made by the Historic Sites and Monument Board but these have already been dedicated, and if it is not possible for the Department to take action in each of these specific areas, would it not be possible to have the provincial authorities, in some special way, accent the visible aspects of these

important historic sites? Speaking as a Manitoban, the Red River settlement is an integral part of the history of Manitoba. I know we were negotiating with the Manitoba government and that they were supposed to be proceeding with something—a sort of animation for '67—and I had hoped that this would have gone forward in time for next year.

Can there not be some co-ordinated effort so that each province will have something worth while and specific to present in terms of historic presentation?

Mr. CÔTÉ: Mr. Chairman, in regard to that, if it is the creation of an historic site such as Louisbourg, which has been referred to earlier on, this requires a tremendous amount of pre-planning and considerable co-operation on behalf of the province. I don't know whether the members of the Committee realize it, but Nova Scotia acquired, in this case, twenty square miles at its own expense. It will amount, I expect, to a matter of maybe 2 million dollars or more in the acquisition costs, and one doesn't launch a programme like that lightly. I have not seen many governments who do that and it requires time, once you have got the property, to develop the plans, and the researchers, those who can exemplify these plans and carry them out, are few and far between. The provinces haven't got many of these people who can do this particular type of work and, indeed, that we are in as good a position as we are now, when we have been trying for the last few years to get more of these people to do this work, has come about partially because we have been able to recruit people who might have been employed by the provinces or elsewhere. Therefore, on the total effort we have had magnificent co-operation from the provinces; and in the particular case of Lower Fort Garry I think that when the Members get an opportunity to see it they will consider it a tremendous example, and it will be ready for '67.

Now, in addition to that we have tried to refurbish some of our sites to make them more attractive and interesting. Some of the refurbishing has to be very temporary, and we are going to brighten them up with temporary exhibits; and all this work is being made known also to the Centennial Commission and to the Canadian Government Travel Bureau and this information is being publicized widely. These sites are being made available and being refurbished to the extent that one can for 1967, so that they will play a role in Canada's Centennial; but there is a limit to the number of areas one can deal with effectively at one time.

Mr. DINSDALE: In the light of what the Deputy Minister has said, would it be possible, Mr. Chairman—as Mr. Forrestall has recommended—for local groups—local centennial committees, for example—who are charged with the responsibility of initiating the observance at the local level—would it be possible for them to take the initiative, for example, at a place like Batoche, which is the key to Canadian history on the prairies—the battle of Batoche, I suppose, was the turning point in the development of Canada in the West—would it be possible for the local committee, if it was so persuaded, to stage something of the battle of Batoche, using local dramatic groups—

Mr. CÔTÉ: I think it is quite open to the local committees. We have had requests in the past, on occasions of this nature, and have generally met them



when people wanted a national historic park to exemplify a specific occasion. This we would certainly entertain.

Mr. DINSDALE: I imagine the best way to communicate this idea would be through the Centennial Commission. I think it should, somehow or other, be pointed out to the provincial Centennial Committees.

In Manitoba for instance, we have a centennial corporation which is working on plans and procedures, and if it could be done in a formal way so that they might make use of these historic sites, already designated, to present Canadian history, it would be an excellent contribution to our Centennial celebrations.

Mr. LAING: Well, I think, Mr. Dinsdale, this is being done by a number of provinces. In my own province—I see Mr. Howard is just entering—we have a habit of having centennials every other year, out in B.C.; and I am certain I have seen already, that our province has in mind special events at old Fort Langley and at Barkerville for '66; and I think they intend carrying this through into '67.

Mr. CÔTÉ: May I add another word? In another capacity, Mr. Chairman, I happen also to be one of the directors of the Centennial Commission. We had a meeting of the Executive Committee yesterday and we were reviewing the sort of per capita programmes that are being prepared in this area. While the historical restoration or preservation of local history is not probably the largest amount and bulky in dollars, I think the sort of cultural centres and recreational areas are bulking largely in the dollar area.

Nevertheless, there are a very large number of local projects of an historical nature going on, and I think that Mr. Dinsdale will find, as will members of the Committee also, that a good deal of the local effort is being directed towards the preservation of items of local historical interest. This, we think, is extremely good and fits into the total pattern; because you don't preserve history unless you do it at the local level and at the provincial, regional and national level; and they are all complementary and mutually supporting. There is a good deal that is being done on that for '67; and I think you will find also that the local committees will have their pageants and we will co-operate with them fully in this area.

Mr. DINSDALE: I think the very fact that Mr. Côté has a joint responsibility places him in a very useful position whereby he can communicate this discussion to the Centennial Commission in a formal way.

Mr. CÔTÉ: I would be delighted to, Mr. Chairman.

Mr. DINSDALE: And if it could be brought before the provinces I think it would be most helpful.

His mention of Barkerville draws my attention to another important national historic site, Dawson City. Now, Dawson City as a town, has been declared as a historic complex. Is anything special contemplated for that area which, I believe, is one of the most romantic and best known historic sites in Canada through the writings of Robert Service, through Jack London and so



forth? I think B.C. has done much more with Barkerville than we have done with Dawson City and I am sure—

Mr. LAING: It is a little closer.

Mr. DINSDALE: Yes, it is a little closer; but I am sure that we will find quite a number of people wanting to go into Canada's northland, both the Yukon Territory and the Northwest Territories, and there have been tourist bureaus established in both those areas with the specific purpose in mind of cultivating the increased number of tourists who will be visiting Canada in '67.

Mr. LAING: With the tremendous increase in tourism in the North we are beginning to think that probably in both the Territories and in the Yukon this is one of our greatest resources, out of the multiplicity of interests, including big game hunting.

I agree with Mr. Dinsdale's contention about Dawson, and, in addition, we would like to get some of our investment back by the attendance of more people.

Mr. DINSDALE: Well, I think, in that regard it would be—

Mr. LAING: There has been a considerable investment made there—

Mr. DINSDALE: Mr. Chairman, you have got your investment back. In reference to the huge expenditures on Expo, they always justify them by saying that we are getting our investment back in increased tourist dollars, and I think that in terms of increased tourist dollars in the Yukon Territory you have had your investment back.

Mr. LAING: I think tourism went up twenty-nine per cent last year over the year before in the Yukon alone and the indications are now, from enquiries they have made that there is going to be a continuation of these increases. It is very important.

Mr. DINSDALE: Has there been any further development in Dawson City in regard to restoration? Just how extensive is the Dawson City Festival, and on what basis is it continuing?

Mr. LAING: I think the building has been used by local groups.

Mr. CÔTÉ: It is also used in the summer for these purposes. Mr. Dinsdale was right that the Historic Sites Board considered that a section of Dawson City should be considered a national historical complex, but that mere statement involves a lot of questions and zoning, and few are considering now what recommendations should be made for comprehensive action. One of the more important and very pressing things is to renew the infra-structure of Dawson City, sewage and water and electricity, and this is something we have to give priority to. On that sort of base one can gradually develop the historical attributes of Dawson. This requires co-operation with the local people and we hope to get that as well.

Mr. LAING: We have taken back the electric light and water distribution there ourselves and I am sure the Committee will be glad to know that we are going to cut the electricity rate from twenty cents a kilowatt down to about nine, I think. The chief thing that is going on is that there is going to be an

economic revival in Dawson because of the investment of some \$25 million in the north of Dawson, and this will again give us visitors and will we hope justify the efforts that you propose.

Mr. DINSDALE: You will not be able to pave the Alaska highway in time for '67?

(12.00 noon)

Mr. ORANGE: Mr. Chairman, I believe there is a publication which the Department put out with the various historical sites and monuments. If there is such a publication could this be made available to the members of the Committee so we would see just exactly where these are located, and if not, whether the Department could put together a listing for us so that we would have an idea just how many sites and monuments there are, where they are located, when they were established and possibly even the approximate cost of setting these up.

Mr. MACDONALD: The answer is yes. I think we should say that we also hope to improve on it very greatly, in the form of publications because beyond the bare listing of where they are; we would like to do a great deal more of what Mr. Orange speaks about in the way of telling a story of the restoration and indeed the significance nationally of the particular site. This will involve the co-operation with the academic community and so on. That is a longer term objective. In the meantime we definitely have the publications and can make them available.

Mr. CÔTÉ: And there are individual publications. If the members wish to see them, we could distribute these to the members of the Committee.

Mr. Orange: In the details of the estimates here I just noticed an item for construction and acquisition relating to Ottawa headquarters. Is this a function which is carried out from the Ottawa headquarters and relates to various projects in parts of the country that are not anticipated at this stage, or is there an operational section out of the Ottawa headquarters as well for acquisition and construction, \$534,500. You break down the Atlantic Central and Western regions together with the Fortress of Louisbourg.

Mr. CÔTÉ: Mr. Chairman, this covers quite a variety of things which cannot be broken down entirely to the region. It covers such things as the preparation of plaques, monuments, the replacement of plaques. This is a relatively small amount, some forty-five thousand dollars. There is the preparation of measured drawings of buildings which may be of national historic importance; the excavation program in certain sites. We are doing some work at Fort Lennox and this is being carried on from here. There are a number of areas of that nature being dealt with which range from the Orillia sites to the Coteau-du-Lac, as I mentioned before, Fort Lennox, Lower Fort Garry, Rainy River, Red River, Port Nootka, Signal Hill, etc.

Mr. LAING: They are all lumped in this particular expenditure.

Mr. CÔTÉ: They are all in this expenditure, from headquarters and that is why they are mentioned here.

Mr. ORANGE: To carry this one step further, in the Canadian Historic site Branch is this operation decentralized. The expenditures are decentralized shown by region. Do you have offices throughout Canada?

Mr. CÔTÉ: Yes. They are in with the Parks Branch. We have one at Halifax one at Cornwall and one at Calgary; there are three regions.

Mr. MACDONALD: The Branch is now called the National and Historic Parks Branch and the regions serve the whole branch.

Mr. ORANGE: Now the obvious question which I am interested in is, when we talk about many places such as Louisburg, and Mr. Dinsdale has made brief reference to Dawson City itself, does the Department have any plans to establish a series of historic sites and monuments throughout both the Northwest Territories and the Yukon Territory? I am thinking in terms of your original expeditions. I know some cairns have been erected in certain spots but I am wondering whether there are any plans to develop this further. Mr. Laird has made reference to the tourism in the North and so on. I am thinking of the first missionaries who made their way down the Mackenzie River and established various communities. Many of the buildings existing now are in bad state of deterioration; the same applies to the original Hudson's Bay post stores, some of which were built well over a hundred years ago. And, of course, we have such areas as Dawson City, which in itself, I think, is a very important national asset. It is so important that one of the cities of Canada has taken it upon itself to usurp the classic name 'Klondike' for their own benefit.

Mr. MACDONALD: Perhaps I may be permitted to speak to that. A program of historic restoration and preservation is like any other program, one which requires the application of funds and while the program is of longstanding nature in Canada, the amount of funds devoted to it is reflected generally in the broad interest of the country. There is no doubt about it, as the Minister mentioned earlier, that the advent of the Centennial has had a greatly stimulating effect of interest on the people of the country, on parliament and the department. The problem right now is to try to cope with that interest, and spread the amount of money allocated to this function over other functions which are also attractive to people, in such a way as to do it fairly across the country and do first things first, if we can possibly do it that way. At the same time we must recognize that this interest is going to remain and is going to increase, inevitably, as the country gets older and becomes more conscious of the fact that we have a history to preserve in the North American continent. While we are carrying on the current program, we are trying very hard to fashion a long term future program which would make it rather easier to allocate priorities to do it in the first things first concept. We hope to have this kind of programme within a year to put before the Minister and before the government, in order to secure some understanding of the total kind of budget which can be allocated against this sort of thing.

Mr. ORANGE: At this stage the Department has not undertaken a survey, for example, of what might be included as a historical site or monument in the Northwest Territories?



Mr. Côté: May I say a word to that, Mr. Chairman. I think one of the things which has concerned us very much in the past is that you have one area that says, we have the first buttery here, or, we have the first cannery, or, we have the first cheese factory, etc., and over the years one gets into the situation where we have about 500 or 600 places declared to be of national historical import. There have been some of these in the North, but the question which has concerned the Department over the last seven or eight years has been to determine what these various facets of our history are, and what role they played in the national history of the nation itself. We began a series of studies on themes six or seven years ago, taking the fur trade, as an example, or exploration, to determine in full context, and make a total effort, of what has happened and what were the important forts. It is true that a specific fort in a given area, which may be a small thing, may be of great interest locally and may have played an insignificant part in the nation's history, but we should not put the major effort there. This is what we have been trying to do through the Historic Sites Board. The Board has been working towards sort of a determination, and, to achieve this understanding, the Historic Sites division has had to do a considerable amount of research to bring out these major themes. This is coming along well. One example has been, I think, the case of the Grey Nuns Convent at St. Boniface. This was the place, in the early eighteen hundreds, whence sprang all the institutions of welfare for Western Canada and down the Arctic. The first sort of hospital, orphanage, old folks home came out of this Grey Nuns Convent and these are being preserved by an agreement with the province, metropolitan Winnipeg, the city of St. Boniface and the government for the preservation of this building and its operations by the City of St. Boniface. These are the sort of major threads we are trying to develop in co-operation with the provincial or local governments for the preservation of these type of sites which are of national importance, but may not be of themselves operated by the government as a national historic park. These are the threads we are trying to get of the history and development of the North as well as the remainder—

Mr. LAING: May I ask if any of the northern Yukon or territories areas have been referred to the National Historic Sites Board at any time?

Mr. MACDONALD: I am told that there are six hundred or so sites now designated in Canada and that many of them are in the North.

Mr. LAING: Has the National Historic Sites Board dealt with any areas or applications from the Yukon or Territories?

Mr. P. H. SCHONENBACH (*Assistant Chief, Historic Sites Division, Department of Northern Affairs and National Resources*): Over the years quite a few areas have been studied by the Historical Sites Board.

Mr. CÔTÉ: They have been designated and in the case, for example, of the northern bush flyers, there has been a memorial put up in an airport. One of the problems, of course, in dealing with explorers, for example, is that they touched upon a number of points. In the high Arctic, for example, where there are a few settlements, it is very difficult to put up a cairn. Some of the cairns erected by the explorers themselves have been preserved and we are trying, in the various



cases, to find an appropriate place, which may be seen by people, to mark the passage of the explorers. The marking of major contributions by the early explorers, travellers, discoverers, who made Canada's geography known and contributed so much to develop that area of Canada is probably one of the most difficult problems to be dealt with.

Mr. MACDONALD: Mr. Chairman, I might elaborate on the question put by Mr. Orange when he asked what was done with them. This is one of the very large problems about historic commemoration and preservation. The Historic Sites Board is, in effect, what you might call an independent jury, a group of scholars, to whom the Minister refers questions as to whether or not this is of national historical importance. From that point on, of course, there is an enormous range of what you could do. For example, let us take Louisburg: you could take the one extreme of having a plaque to show that this was of historic importance, or you could do what we are doing and probably spend up to twelve million dollars to restore it. It is this great range that the government of the day has to decide because it is a claim on the budget, and we hope to enlarge upon the method of commemoration as we go along.

Mr. CÔTÉ: It might be said, Mr. Chairman, to complete this answer that in the case of the north the government, a number of years ago, did decide to give famous names of explorers and missionaries and sailors to their schools. Some places, such as Frobisher, commemorate them with the names of men who did so much in their respective areas.

Mr. HADASZ: Mr. Chairman, in view of the two statements that Mr. MacDonald has just made, with regard to the efforts now being made to study and promote the knowledge of certain themes of the people of Canada, during our preparation for Centennial, is there any hope that the Department will give more scope and attention to ethnological and ethnographic data and enshrine them in museums?

● (12.15 p.m.)

Mr. CÔTÉ: Mr. Chairman, in that regard I think that the Centennial Commission is doing a fair amount in so far as the writings are concerned. There are to be publications for the Centennial year and a jury is being selected to achieve the objective of having some publications for this year. But this is a Centennial Commission and what this Department is being charged with are matters of historical nature and historical sites and not, if I may say so, of an ethnographic nature.

The CHAIRMAN: Gentlemen, shall this item carry?

Mr. HADASZ: Mr. Chairman, just one more point. I am still not quite sure whether the departmental officials consider the contribution of first settlers of national historical importance in different provinces of various ethnic origins.

Mr. CÔTÉ: Mr. Chairman, the Historic Sites Board advises the Minister in these matters, and I would like to draw a distinction between what I would consider the ethnographic viewpoint and the historical viewpoint. I think that the Historic Sites Board over the years has made recommendations which affect individuals—they may be Metis, they may be Indians, they may be French-

peaking; they may be English-speaking; they may be of any origin. I think that there has been a monument dedicated to Mr. Thompson who, it is considered, has made a great contribution as an individual. I do not think there have been commemorations of ethnic groups as such. I do not believe there has been a plaque put up to the contribution of the French-speaking, the contribution of the Scottish, the Irish, those of Welsh origin, those of Ukrainian origin, those of German origin, Italian origin, and so on. It has been a measurement of the contributions of individuals or events relating to the course of the nation's history and to a site.

Mr. DINSDALE: Mr. Chairman, a short time ago Mr. Côté made reference to some consideration being given to charging fees for national historic sites as is the case with regard to some of our national historic parks in Canada. Now from my experience the American government, which has many historic sites, does charge a nominal fee and more recently they have tried to rationalize this whole fee problem by issuing what they call a "golden pass" which provides admission to historic sites, and national parks on a national basis. It would seem to me in the light of our growing tourist industry, with visitors ranging far and wide in Canada, that this might be a good pattern for Canada to follow, that is if the Department is intending to place some nominal fee on the visitation of historic sites. Has the Department given any consideration to this problem?

Mr. CÔTÉ: The answer, Mr. Chairman, is yes, we have given consideration to this problem. But I should say that this applies only if the site is animated, and none of our sites are animated at the moment, that is to say by putting people on the site who represent a soldier or a trader or a trapper or anything like that in costume. We have sites which are not animated. There has been a very favourable reaction over the years by visitors that there have been no fees charged in national historic parks—this is on the one side. In other areas, such as in certain provincial jurisdictions, they have applied fees where it has been animated. The question then arises with regard to how much of the fee should be service and self-supporting to the animated part. We are looking into this to see if we cannot do this. We are inclined towards this arrangement. However, I think the members of the Committee should realise that the moment you start charging fees, you have to get yourself a clerk, an accountant, and you raise a number of problems in that regard for each particular site with respect to the accounting of funds and the disbursements thereof, and this means more staff. We are looking into this question but have not finally decided to go for this in any given site. We hope to move in this direction soon. I expect it will be possible to do this in a number of our sites in the near future.

Mr. DINSDALE: What I had in mind was placing a fee structure on a national basis. I believe Fort Henry charges an admission fee of about one dollar which is fairly substantial. Then Upper Canada Village has a similar charge. This is operated by the province.

Mr. CÔTÉ: I believe the fee in Upper Canada is \$2.50. It has gone up quite sharply in either Fort Henry or Upper Canada Village.

Mr. DINSDALE: Yes, and they still have a substantial number of visitors. From my contact with tourists, the complaint is that they get the feeling that

we are more interested in their dollars than we are in their presence in Canada and this derives from the fact that in the West, at least, when they visit national parks they are charged a fee. There seems to be no rhyme or reason for the payment of another fee when they visit certain provincial attractions. In the Maritime national parks there is no fee charged. I pointed to the American example because I believe they have attempted to rationalize this on a national basis to meet the problem of catering to tourists. If there could be a fee structure that could be presented to the tourist as they arrived in Canada with information from the provinces who think we are acting unfairly. We have had of significant beauty, I think it would make a large contribution to improving our tourist relationships.

Mr. LAING: Well, Mr. Dinsdale, I may say I will give the Committee some figures which you already have in your head. I think our parks cost us about \$23 million a year. I believe I am correct in saying that our receipts are less than \$3 million. I am very unhappy about the fact that fees are charged in the western parks and not in the eastern parks. I would like to see the fees out that would be my own personal reaction in all cases. However, about seventy-five percent of our total revenue is derived from fees at the present time. Our fees for services within the parks are very, very low. We have had representations from the provinces who think we are acting unfairly. We have had representations from private operators of roadside parks and so on, and we are looking at the fee structure and I would anticipate that there will be an increase in fees next year, not this year.

We are giving remarkable service in some places. The Red Streak Auto Camp in Kootenay National Park is just a remarkable place; the services are fantastic. A man can wheel in a trailer, park it and connect the trailer up with sewage, water and light. There is also a pad for his tent; there is a place to park his car and within a few hundred feet there is a central great fireplace with great quantities of hot water. I think facilities for washing clothes are also provided. The charge for these services is \$1.50 a day. It is little wonder that there is a line up of people waiting for others to get out. Now since I have been here it seems to me that we have added between seventy-five hundred and ten thousand sites and we are still away behind. People are lining up and waiting; it is very popular. We want to get ourselves somewhat in line with the provinces; we should be in line with the provinces and I think we have to pay an increasing amount of attention to those that are running private enterprise and not be too far out of line with them. We are rendering subsidized service at the present time in many, many instances, and we are taking a look at the fee structure now.

Mr. DINSDALE: I think the problem is, like so many things, the fee situation has grown like Topsy without any co-ordinated or comprehensive look at the problem. I believe it is important to have some standardization on a national basis. At one time it was not important because people did not travel any great distances. However, we are living in a mobile generation with people going from coast to coast with the greatest of ease and the complaint I get, for example, is that they have to pay a fee at Riding Mountain National Park. Then



When they go on to the mountain parks they have to pay another fee. People had been under the impression that one fee would cover all national parks.

Mr. LAING: As long as they keep their sticker, they do not have to pay twice.

Mr. CÔTÉ: There is an annual fee of only two dollars for all western parks per year.

Mr. LAING: For the year.

Mr. DINSDALE: When was this changed?

Mr. CÔTÉ: Oh, that has been in effect for years now, as I recall it.

Mr. DINSDALE: One moment. Do not rush in where angels fear to tread.

Mr. CÔTÉ: I am wrong in that, Mr. Chairman. There is a fee for the prairie parks and Waterton, and a fee for the Rocky Mountain parks. Mr. Dinsdale is right.

Mr. DINSDALE: I am not trying to be partisan here, Mr. Roxburgh, at all. I am thinking in terms of the good of Canada and we are attempting to encourage tourists to come to Canada. These are the things which discourage them and are the things which I feel should be sorted out. Perhaps the Travel Bureau is the group to work with in this regard to see how the problem can be resolved. Now I notice the Minister said that we might increase fees next year. Is that a good idea without some preliminary public relations campaign?

Mr. LAING: We have no intention of multiplying the fees but I think that some increase is far overdue in view of the representations we are receiving. The real complaint in respect of the western parks is that the Trans-Canada highway runs through the parks and many men validly claim, "I am a business man travelling between the coast and the prairies and I am not waiting in the park so why should I have to pay?" But we charge him too. There could be a very valid complaint there. I believe the assessment of the two dollar fee for the western parks is very, very unfair and I would hate to apply it to the Atlantic parks. You have a situation there where many people have to go home at night.

Mr. ROXBURGH: What is the fee for Yellowstone?

Mr. CÔTÉ: I believe the fee is \$2.50 in Yellowstone National Park and in most of the parks in the United States.

Mr. DINSDALE: The Americans have re-organized their fee structure and decided to place it on a national basis to avoid this unfortunate fee problem.

Mr. MACDONALD: I am told, Mr. Dinsdale, that the federal fee—and this applies only to federal parks and not to state parks—is seven dollars per annum, which will give you entry to all parks.

Mr. DINSDALE: Is this what they call the "golden pass"?

(12.30 p.m.)

Mr. MACDONALD: Yes. I do not know whether that is with reference to the seven dollars or not. I think, sir, that the most serious problem is that it has been charged, and I think with some validity, that our low structure of fees in



campsites is preventing the growth of the supply outside of the parks and around that would cater to a lot of other people and the operators say they simply cannot go into business. I think it is also true that we cannot possibly cope with everybody inside the National Park. So there is an argument there for balancing the fees as well, inside and outside.

Mr. CÔTÉ: Put another way around. Probably the problems which the National Parks have for campsites and the like, may have been increased and seriously aggravated by the fact that the government is charging such a low fee and providing everything, including the kitchen sink. If they were charging something closer to an economic rental apart from the very largest parks, there would be an increased development of good standard private enterprise campgrounds where people could stay overnight and reduce the pressures on parks such as Prince Edward Island. People could make the visitation during the day or evening if they are so minded.

Mr. ROXBURGH: The parks have already been dealt with, on the Committee have they? Or have they not?

Mr. DINSDALE: This vote deals with both parks and historic sites construction.

Hon. MEMBER: I do not know what you have in mind. I had a thought of two on parks but I did not want to bring it in while we were on historic sites. I did not know whether you just want to finish historic sites and go into something else.

The CHAIRMAN: This one happens to be for construction and historic sites. I am anxious to pass this vote on No. 20. It would be quite helpful to the committee and all concerned if we could carry Item No. 20. Shall item No. 20 carry?

Mr. FORRESTALL: One further one. I am sorry I was under the impression that the Committee was dealing only with the historic sites. I wanted to just briefly talk about Kedjamakougie Kejimkujic and I suggest that, to the best of my knowledge, that is the way it is pronounced. I was born a very few miles from there and it has always been my understanding of the pronunciation of that name. There is continuing concern in Nova Scotia and I am wondering what the minister and the Department has done about access roads to this park.

Mr. LAING: Well, we have quite a sum on the estimates for development there this year. What is the position of the highway?

Mr. CÔTÉ: I think that there is access and will be access to this park this summer, Mr. Chairman, if I recall correctly. Is that assumed? There will be access to this park this summer.

Mr. FORRESTALL: I am thinking in terms, Mr. Chairman, of access from people coming to Nova Scotia by way of the *Bluenose* across to Yarmouth and across from Saint John to Digby on the ferry there. And people who come up from what would be the South Shore, find that their access to Kedjamakougie is very much out of their way. You have to come an extreme distance beyond the park in order to get into the park.

Mr. CÔTÉ: If my memory serves me, one comes out from Digby, for example, and takes the provincial road that cuts across the province and goes to the south shore and the park is just off that particular road. The major entrance is just off the park there, a matter of a few hundred yards. And they will have access to the park there in the manner in which previous owners of that general area had access. Kedge Lodge for example, was within a mile or two of the main highway, if I recall it correctly—I saw it last autumn—and this same sort of access into that general area will be made available in the traditional pattern that existed previously. And it is just off the highway.

Mr. FORRESTALL: I trust that you are completely accurate in that, Mr. Côté.

Mr. CÔTÉ: I hope I have not made the mistake I did in answering the question of Mr. Dinsdale, but I am fairly sure of that.

Mr. FORRESTALL: No, that is fine then. Then I will not pursue it. I am thinking Digby is possibly the one area of exception from Yarmouth and Shelburne. I do not want to anticipate where the second New England ferry is going to arrive in Nova Scotia.

Mr. CÔTÉ: There is no entrance to the park. Mr. Forrestall is right to this extent. There is no entrance to it from the west directly.

Mr. FORRESTALL: From the west or the south.

Mr. CÔTÉ: You take either the southern or the northern road and come to this highway that cuts across there. I have driven that on a few occasions.

Mr. FORRESTALL: It is a long drive.

Mr. CÔTÉ: But you would not have access to this western side or come through the park unless you had a full development of the park. That will be several years off before there is this full development. This is hinterland or lake country which is hard to develop.

Mr. LAING: One of the chief contributions that our national parks make to the provincial revenues is through gas tanks.

Mr. ORANGE: Well, now that we are on parks, I would like to ask a question with regard to Wood Buffalo National Park.

Mr. CHAIRMAN: We are discussing now the monuments and historic sites.

Mr. ORANGE: Well then we cannot pass item 20 until we talk on parks.

The CHAIRMAN: We still have item 15 that we can go back to on the subject of parks.

Mr. ORANGE: Yes, but parks is also included in Item 20, Mr. Chairman.

The CHAIRMAN: All right, go ahead.

Mr. ORANGE: This is with regard to the future of this particular park. At one stage there were discussions on the re-naming of the park in terms of its function. I think only those of us with the greatest imagination can consider this to be a national park, in its true sense.

There has also been some pressure from the Alberta government with regard to areas where there are gypsum deposits and also with regard to the

stands of timber in the area. Now under present parks policy neither of these resources can be developed, although there are timber berths being let out in Wood Buffalo Park. I just wonder if the department has progressed any further with its plans with regard to this particular area.

Mr. Côté: Well, I think that the approach with regard to this was made by the province and was made many years ago, where the province wished to acquire a transfer of that portion of the park that is in Alberta. This is an exceedingly large park; I think it is 17,000 square miles, of which probably fourteen or fifteen is in Alberta. And it is the home of our buffalo herd of now some 12,000 and we think the maintenance of a national herd of buffalo is important to us.

I have said this, that I do not think it will ever be a park that will be visited by a great number of people because I have said that the distance between unbearable insects and frost is too short. I have flown over it and been in it. There are times of the year when it seems to be afloat with water.

I think discussions with Alberta had begun before we came into office—and have taken place since—and I have made it very clear to Alberta that we would not wish to give up that area unless we got an exchange of a comparable area in southern Alberta. In other words, I do not think it is in the public interest today to diminish the importance of national parks. And these discussions have not been very fruitful.

We made an approach because we had had consultations then with the Province of Saskatchewan with respect to the Cyprus Hills area, involving both Saskatchewan and Alberta, in the southeast area of Alberta. This was not acceptable to the government of Alberta. They drew our attention to Dinosaur Park, which is the Red River basin, and suggested we have a look at that. It has some very interesting points but it is so long and so lean that we thought it would be difficult to create an interesting national park there.

The pressure is still upon us because without question there are resources in Wood Buffalo Park. There is some very fine spruce timber there upon which old timber berths exist. And timber is being removed from the area. We have not added any new berths but the old berths were there for a long time.

I am going to confess now that there is a historic timber berth in one of our British Columbia parks that worries me tremendously. And timber is still being taken out of that. We have had discussions with the people there too, to try and get them out of there and they think the timber is worth 2 million dollars, and probably it is. We would like to acquire it for less than that.

The discussion with Alberta refers to the desire, I think, to sink some prospective oil wells and to take out the manifestly great value in the gypsum along the Peace River. I am told, now, that the Province of Alberta has agreed with us to carry out a survey this summer in respect of what we might be giving up and in respect of what we would have to acquire, in all reason, if we gave up that park or any part of it.

I think we have to preserve our buffalo herd and I would like to see it remain a national herd. And we have other interests there too. This is the nesting place or very close to the nesting place, of whooping cranes. And there



is a tremendous wildlife interest there too, including migratory birds. It is a great wilderness area. There is no road through it at the present time. Roads run in from the north. There is a contemplated road working towards it from the west side and, indeed, some timber is being taken out of there, but I think that is by winter road. I think the timber is taken out in the winter. So these discussions are still on tap with the government of Alberta.

I wish that I could report some progress as I thought we could make an arrangement. I am quite sure that Mr. Dinsdale was of that same opinion. I do not think it is in our interest to sacrifice this area or to return this area to private enterprise, without some commitment in respect of similar areas of advantage to the Canadian public.

Mr. ROXBURGH: Mr. Chairman, Mr. Minister, I do not want to hold things up, but I did not realize the wide scope when we started in on historic sites. I just thought maybe that that would be carried through. I think we are trying to bite off more than we can chew.

Our historic sites are of value, believe me, and I am all for them. But, at the same time, our national parks system is something that is going to mean so much to our future generations and for generations to come that this, in itself, is a very important subject. And, as I say, I do not want to hold up any procedures here, but I thought we might have more time for the national park discussions.

As the Minister knows, and the former Minister, Mr. Dinsdale, I have approached both on the advancement of national parks for Centennial projects for 1967, and it rather worries and grieves me—and I know the answer—but I would just like the Minister to put it in black and white at this meeting. But we look here at the Atlantic region and we look at the Western region. And then we look at the central region where there are four measly little national parks in the Provinces of Ontario and Quebec—I believe this is where the central region is—with an expenditure of \$328,000.

I realize that the department are having their problems to try and do something about a national park together with the governments of both provinces of the central area. I would just like to know from the Minister what has happened and what has been done and how for this has progressed. Or are we held up completely and is there no chance what so ever of a national park of good size in the province of Ontario? Recently we have had a lot of information in the press and from conservation-minded people and wildlife people, and all the rest, about some of the parks and how they are being handled in the Province of Ontario, with lumber being taken off and damage being done, and in other words, with the situation not being properly handled.

As a person who has been brought up in the north country and who loves the north and the life and who knows what it means to our future generations of young people I just would like to know if the Minister has anything to say on the reason why we cannot do something in Ontario or the mid-west region. Or, if anything, what has been done. We have this new park down east of which we would not attempt to try and pronounce the name, and I know that he has



been working hard. I know that both Ministers when they were in, were working on this business, but I would just like to know what stands or where are we at now, or what can or cannot be done.

● (12.45 p.m.)

Mr. LAING: Well, if I might reply, I might say it is a case of hindsight being so important to us and indeed so easy. I have said this, that if we could go back 100 years, perhaps the first thing that would be done in southern Ontario would be the establishment of a great national park. Here we are today with a population of over 100 million people within 500 miles of that area. It would be the biggest magnet for tourism that you could possibly obtain were a national park there. This was not done; the condition of our legislation is such that the province has to turn over unencumbered the property for us to develop, and today in that area, there is no area that the province could pick up and turn over to us without an almost unbelievable expenditure.

However, we are very aware of the difficulty and I want to assure you that the province of Ontario is equally aware. We are working with them at the present time on looking at areas in the more northern parts of Ontario for the building of a considerable national park. I think I can tell you that views have been taken of Georgian Bay; this has been published, so I don't mind telling you, the Elliot Lake general area and so on. There again you have some of the difficulties that I spoke about with respect to the great park in Alberta. If we had a park in southern Ontario it would never be as attractive. We have the little one at Point Pelee which I think is eight square miles into which last year we crammed 780,000 visitors. This is just a sample of what you could do if you were able to roll back the clock and do it right. We are now working with Nova Scotia, in Kedge; with Prince Edward Island on the idea of a second park there. We are thinking of another park in New Brunswick; Newfoundland, Ontario, Manitoba and Saskatchewan. It is rather our hope that in 1966 we may be able to announce a second park in Saskatchewan.

Mr. ROXBURGH: Is there any chance of the federal Government having a new look or another look with the province on how to obtain a park from the province. I think we all realize—we have to be practical—that a lot of this area even in the far north, now is pretty expensive to take over but already it has been stated by some previous speakers that we have been sold on the idea of spending millions of dollars on our project for Centennial at Montreal, which will be wonderful and it's necessary; there is no argument about it, but for the future Canadians, it is not going to be worth a damn in plain language and very little value, while here we have something that is going to be of value, that can be of value, and has to be. It is a must and, therefore, is there any possibility, or why not, that the federal government take a new look and say "all right, that in the past, but we are willing to do this". And then we put the onus entirely on the province and then, if the province backs up, the people know who is to blame. And I think we have to take a new look entirely, Mr. Minister, as far as that part goes with the parks. I know that you, yourself, and the departments are working and I know what you have in your mind and in your heart. But maybe we will have to try and take a stronger stand, some way or another.

because personally I think this is one of the most important projects that the federal government can take for the future and for the future of our young Canadians.

Mr. LAING: Well, this would involve, of course, an amendment to the Parks Act. I know what you are driving at. What you are suggesting is that we should seek the approval of Parliament for the expenditure of monies to acquire properties.

Mr. ROXBURGH: That is right.

Mr. LAING: And I want to tell you that this is being canvassed very heavily by the department now. What our experts tell us is that we should be paying some attention to the acquiring of particularly seashore properties. And this situation in southern Ontario has gone so far that our attention has been drawn to the escarpment itself. Now the escarpment in some places, I am told, is not more than 200 yards wide, but can we take over the escarpment and develop something in the nature of a park there? It would be terribly expensive for what you would acquire. And what you are suggesting would certainly depend upon our ability to convince Parliament that we should have funds to acquire. Now this is another field again.

Mr. LIND: In following along on this line of parks in southern Ontario and the joint effort, I know it is not under the Department of Northern Affairs now but, while it was, I think it was early last year that the Department refused to pay grants towards parklands above the high water mark on conservation projects. Now I understand that has been taken over by the Department of Mines and Resources, but, with the scarcity of park land throughout Southern Ontario, why were the few hundred acres involved deemed not subject for grant purposes on the joint efforts in the conservation scheme?

Mr. LAING: You are referring, now, to the Canada Water Conservation Act.

Mr. LIND: No, I am referring mainly to the Pittock Dam.

Mr. LAING: The chief value of this act, so far, has been in respect of metro Toronto, where Dr. Laurie is chairman, and I want to pay a tribute to him. I think he has done a marvellous job there. The difficulty has been that we undertook to pay 37½ per cent under the Act towards the construction of dams, and so on, to prevent flood damage. This goes back to hurricane "Hazel" and there is involved there a commitment on the part of the federal government of some 9 million dollars in all, and a number of dams.

What we found was that the estimates were starting to get out of order. The contracts or the bids that came in were so out of line with the estimates that we did not feel in a position to—well, we could not by the act—increase our bid beyond the commitment that we made in the first place. In other words 37½ per cent of \$100,000. When such is the case and a tender comes in for \$175,000 then you have got troubles. And the cost advantage had to be considered also, by the engineers, before we started. This difficulty, I think, stemmed more from the fact that bids were coming in which were ridiculously more than the original estimates of the tenders.

Mr. LIND: I realize that some bids were perhaps a little out of line, but what I am more specifically referring to is the land acquired above the high water level in the conservation areas.

Mr. LAING: I am sure that we did not stop doing anything that we had been doing.

The CHAIRMAN: Shall Item 20 carry?

Some hon. MEMBERS: Carried.

Mr. DINSDALE: Mr. Chairman, I have one or two more questions on historical sites and monuments. I presume this discussion could be carried on under Item 15?

The CHAIRMAN: Yes, I think we can easily do that, Mr. Dinsdale.

Mr. DINSDALE: I want to specifically refer to that famous historic site, the National Battlefields Commission.

The CHAIRMAN: Well, I think it is agreed that we will discuss it under Item 15. Shall Item 20 carry?

Mr. MCKINLEY: Has there been any consideration given to the Bruce Peninsula for a national park? It seems to me to be the most logical place in that part of the province.

Mr. LAING: I might say this, that while there has been some almost implied criticism of Ontario here, I do not want to participate in it at all. Ontario has co-operated very, very well indeed in these studies and is doing so today.

The CHAIRMAN: Shall Item 20 carry?

Agreed.

The CHAIRMAN: Agreed. Well, the next meeting shall be at the Call of the Chair. Thank you very much for coming here this morning.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. H. BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

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FRIDAY, MAY 13, 1966

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Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

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WITNESSES:

The Hon. Arthur Laing, Minister of Northern Affairs and National Resources; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,	Mr. Howard,	Mr. Mather,
Mr. Berger,	Mr. Hymmen,	Mr. McKinley,
Mr. Dinsdale,	*Mr. Klein,	Mr. Neveu,
*Mr. Duquet,	Mr. Laprise,	Mr. Nielsen,
Mr. Gundlock,	Mr. LeBlanc	Mr. Roxburgh,
Mr. Habel,	(Rimouski),	Mr. Simpson,
Mr. Haidasz,	Mr. Legault,	Mr. Southam—(24).
Mr. Horner ( <i>Jasper-Edson</i> ),	Mr. Lind,	

Michael A. Measures,  
*Clerk of the Committee.*

\*On May 12, 1966, replaced Messrs. Allard and Blouin.

## ORDER OF REFERENCE

THURSDAY, May 12, 1966.

*Ordered*,—That the names of Messrs. Duquet and Klein be substituted for those of Messrs. Blouin and Allard on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



## MINUTES OF PROCEEDINGS

FRIDAY, May 13, 1966.

(6)

The Standing Committee on Northern Affairs and National Resources met this day at 9.40 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Dinsdale, Duquet, Habel, Haidasz, Howard, Klein, Laprise, LeBlanc (*Rimouski*), Legault, Lind, McKinley, Neveu, Nielsen, Orange, Roxburgh, Simpson (17).

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; *from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch.

In relation to Item 15 of the main estimates of the Department of Northern Affairs and National Resources, Mr. Côté tabled the following departmental document, copies of which were distributed to the members:

List of National Historic Sites, (by year of commemoration and by Province), October 15, 1965.

The Chairman called Item 45 of the estimates:

45. Northern Administration, Administration,  
Operation and Maintenance. . . . . \$27,757,200.

The Minister was questioned, assisted by Messrs. Côté, Gordon and Carter.

A map, indicating the Minister's geographical area of responsibility for natural resources, was displayed.

The examination of the witnesses continuing, the Committee adjourned at 10.55 a.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

(Recorded by Electronic Apparatus)

FRIDAY, May 13, 1966.

● (9.41 a.m.)

The CHAIRMAN: Will you please speak into the microphones while addressing the chair because these proceedings are being recorded.

I now call Item 45

### Department of Northern Affairs and National Resources

Item 45:

#### NORTHERN ADMINISTRATION

45. Administration, Operation and Maintenance, including the expenses of the Advisory Commission on the Development of Government in the Northwest Territories, grants and contributions as detailed in the Estimates, authority to make recoverable advances for services performed on behalf of the Governments of the Northwest Territories and the Yukon Territory, authority to sell electric power and fuel oil (and to provide services in respect thereof), in accordance with terms and conditions approved by the Governor in Council, to private consumers in remote locations where alternative local sources of supply are not available, and to authorize the Minister of Northern Affairs and National Resources to provide in respect of Eskimo commercial activities for the instruction and supervision of Eskimos, the furnishing of materials, the purchase of finished goods and, notwithstanding any other Act, the sale of such finished goods, and to make payments to Eskimos under social assistance, welfare housing and child welfare programs, \$27,757,200.

Mr. DINSDALE: Mr. Chairman, I wonder if I could refer to a letter that has reached me with reference to the presentation of briefs in connection with National Park leasing policy. It comes from the Clear Lake Cottage Owners Association. Perhaps it would abbreviate matters if I sent a copy of the letter to you, and you can take it under advisement.

The CHAIRMAN: Thank you, Mr. Dinsdale.

The Honourable ARTHUR LAING (*Minister of Northern Affairs and National Resources*): Mr. Chairman, as there has been one intervention, before we get started on Item 45 I too, would like to make one. The other day some of the Ontario members of the Committee asked Mr. Côté if we could identify the areas of Ontario that had been inspected with regard to another National

Park in Ontario. At that time Mr. Côté said that he would hesitate to identify these without the assent of the government of the Province of Ontario. We now have a telegram from the Hon. Kelso Roberts in which he gives us authority to identify these and they are Pukaskwa, Elliot Lake and Bruce Peninsula. The inspection there has been undertaken by our own officials in cooperation with the officials of the government of Ontario.

The CHAIRMAN: Thank you, Mr. Laing.

Mr. LAING: And, may I say it is continuing.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, at the last meeting the Committee asked if it could have a list of National Historic Sites and Parks. I now have this list which could be distributed, with your permission, and as the secretary has some literature about the National Historic Parks, this can also be distributed to the members.

Mr. DUQUET: I saw a prospectus from the Northern Affairs Branch about the Historic Sites in Quebec City, and the only park that is listed there is Cartier-Brébœuf park which is not quite completed. There is not a word about the Plains of Abraham, Montmorency Park, the Citadel or any other sites of interest in Quebec City. I could hardly understand that.

The CHAIRMAN: Mr. Duquet we have discussed the matter of historic sites and we will be reverting to that subject later but, at the present time, we have Item 45.

Are there any questions on Item 45?

Mr. NIELSEN: I would like to give the real minister an opportunity to stand up, as it was put in the *Edmonton Journal* the other day. There appeared an article which described his position with regard to the tourist resource of the Klondike and that was followed by an editorial a day or two later which seemed to leave the impression that the minister was taking one stand here in Ottawa and quite a different one in Edmonton. I do not believe that to be the case but I believe the minister should have this opportunity of explaining.

Mr. LAING: I am happy to have the opportunity to attempt to clear this up. When I was in Edmonton I had at least two telephone calls from a young lady who identified herself by the name of "Yale" or some such name. She wanted to know when I was arriving in Edmonton. This was from Yellowknife. I told her and when we arrived in Edmonton a young man was down to get a story about the Klondike. He travelled with myself, my executive assistant, Mr. Gibson, and with the President of the Petroleum Society so they could be witnesses to what was said. I have never seen an account of a story so misused and I think this would be borne out by the witnesses who were with me. I am reported to have said that it was the finest thing or the smartest thing Edmonton ever did to take "Klondike Days", and so on. It is not often that I criticize reporters and I do not like doing it, but I want to say that this man was wholly and utterly irresponsible in every respect. I have corrected through the editor of the paper the statement that was written and I think in the light of that they acted very badly in writing the editorial that they did. It was a pretty stupid editorial.

What I said here I have said there. Indeed, I was reported by the same paper as having told a group of newspaper men where I stood later on in the day, in Edmonton, too. I cannot be held responsible for these things. I suggest that if the editor knew as much about that particular reporter as I do he would not be working for the paper.

Mr. NIELSEN: May I take it then, Mr. Chairman, that the minister, quite properly so, adopts the position that the department considers the tourist resource of the Yukon one that should be protected and that we should move positively toward emphasizing, through Expo and other means, the development of the Klondike theme as a Yukon tourist resource, and that that position was taken at Edmonton.

Mr. LAING: I think that this is confirmed by the fact that we have told the Council of the Yukon that we will support them financially in Expo or wherever they want to advertise their theme and increase the harvest of that particular resource of tourism.

The CHAIRMAN: We are on Item 45, gentlemen.

Mr. DINSDALE: Mr. Chairman, during the first sitting of the Committee it was suggested that it might be useful to members of the Committee if we had a map of the north displayed while we were discussing this particular item. As I recall, Mr. MacDonald indicated that such a map would be available; if it is available perhaps before we get into discussing details it could be placed on display. Not too many of us are familiar with the geography of the north and I think such a presentation would help to pin-point the different areas.

Mr. CÔTÉ: Mr. Chairman, this map has been prepared and it will be available in a few minutes.

Mr. DINSDALE: Perhaps I could ask a question while we are waiting for the map. Everyone recognizes that transportation is one of the great problems in northern development and any northern development program must include a comprehensive road construction program, airport construction program or even railway construction program. It seems that Parliament has been concentrating on the north in the last few days and we had the minister's statement in the House last night with respect to the beneficial effects of the Pine Point Railway. Now, last fall I believe it was, an announcement was made with respect to a road construction program which was supposed to have been of a rather comprehensive character. The only details I have been able to obtain on the program is in the January-February issue of the *North* magazine and as far as I can see the program confirmed the road construction program that was announced, I believe it was, in 1958. What are the new additions in the original road construction program that was announced by the Hon. Alvin Hamilton? Because it is pretty hard to detail the geography of this area the map will be very useful.

Mr. LAING: In a general reply to Mr. Dinsdale, who suggests that we are merely continuing a program that was announced, I think, in 1958, I want to insist that in general we have been turning some of those visions of the north



into practical assets by way of concrete, roads and everything else. We have a program on the roads and a number of the roads are very, very specific, but I think that he would agree with me that if you are going to use your road money to best advantage in an area where they are finding great new assets of resources, it has to be a little bit elastic. An example of that, of course, was the Asbestos property at Clinton Creek where there is an investment by the firm of some \$17 million or \$18 million in return for which we give them \$2.8 million worth of road. I am quite certain that if miners and prospectors were to find a like property in another area, we would be called upon to participate in road construction there too and, of course, we would. We have outlined a definite basic program of roads from one point to another, some of which are under construction now and other contracts will be let this year. I think we have a map in respect of that which was issued at the time the announcement was made, and you will get copies of that.

Mr. DINSDALE: Is it the same as the map in the *North* magazine?

Mr. LAING: I could not say.

Mr. CÔTÉ: Yes, sir.

Mr. NIELSEN: I would like to follow this up. I would not have done so had the minister not used the phrase "turning some of the visions into concrete and roads" because that has a connotation that does not sit too well with me. Will the minister not agree that there is not one single classification of road announced by him last fall, about two weeks before the close of the election campaign, that was not included in the plan announced by the previous government?

Mr. LAING: I do not believe that is the case, no.

Mr. NIELSEN: Well then, let me take them one by one. The minister announced permanent access roads. Were these not announced by the former government?

Mr. LAING: Well, I would hope so.

Mr. NIELSEN: But they were, in fact, were they not, Mr. Chairman?

Mr. LAING: What other kind of permanent road would you call it? What nomenclature would you use if you did not use permanent access roads?

Mr. NIELSEN: The only point I am trying to make is that this kind of road—

Mr. LAING: What description would you use if you did not use permanent access roads, trunk roads? You could use any such—

Mr. NIELSEN: Yes, yes. Mr. Chairman, I am simply trying to obtain from the Minister confirmation that permanent access roads, communication and network roads, the area development road, the initial access road, otherwise known as Tote Trail, were announced by the previous government. I think you must agree with that.

Mr. LAING: Why were they not carried out? If it pleases the hon. member to say that this was all in the concept and that had the party of which he was a member remained in power they would have done it, it is all right with me; I do not care.

Mr. NIELSEN: I take it the minister does agree then. Will the minister not alter—

Mr. LAING: You should not assume too much from any of my words. Do not jump too far ahead.

Mr. NIELSEN: I really do not but I am trying to get answers, Mr. Chairman.

Mr. LAING: I do not know what your pursuit is; I do not know what you want.

Mr. NIELSEN: The minister made the statement that he and his government were turning visions into the reality of concrete and roads.

Mr. LAING: I think this is a very, very fair description of what is going on in the north at the present time.

Mr. NIELSEN: I will agree with the Minister, to meet him more than half way, that the department is doing a good job in the north now with respect to roads. But, Mr. Chairman, I submit to you, in order to get the record straight, that the minister, if he is fair, will admit that there is not a single change in the policy announced by him last fall and that which was announced by the previous government. Will he not agree with that?

● (9.50 a.m.)

Mr. LAING: I am not going to agree with it because I do not know that it is true and I do not think that it is true. I am going to say again that we are going to retain our money in a position where we can divert it to areas where great new finds might be made. This is the only way in which you can operate in the north. We expect this sort of thing to happen. My hon. friend is fully aware of the possibilities in the Yukon they are the brightest that the Yukon has seen in 65 years. If certain of those materialize, and we will know about these by September or October of this year, we are going to be called upon to put millions in an area where no roads existed nor any road was contemplated in the days when his party was in power.

Mr. NIELSEN: That is very true but into what? Mr. Chairman, I am afraid that we have to get some facts on the record here. Will the minister please inform the Committee when the road from Flat Creek to MacPherson, which is now at Chapman Lake, commenced construction? How many miles of that road were constructed during the years of the previous government and how many miles were constructed during the years of this government.

The CHAIRMAN: I think we are getting into the kind of an argument which is very unprofitable. I do not think this line of questioning is relevant to the item under discussion.

Mr. NIELSEN: Mr. Chairman, would it be relevant for me to ask how many miles of any particular road were constructed by this government?

Mr. LAING: None.

Mr. NIELSEN: None. Were any miles constructed by the former government?

Mr. LAING: 80 miles.

Mr. NIELSEN: Is it the intention of this government to continue construction of that road?

Mr. LAING: I am told yes.

Mr. NIELSEN: When?

Mr. LAING: When we think it reaches a degree of priority justified by circumstances.

Mr. NIELSEN: Could the minister tell the Committee when the road from Watson Lake to Ross River commenced construction.

Mr. LAING: I suggest it was about 1960.

Mr. NIELSEN: 1960? Would the minister inform the Committee how many miles of that road have been constructed.

Mr. DUQUET: Mr. Chairman, we are rehashing the old campaign.

Mr. NIELSEN: No; I simply wish information for the record.

Mr. LAING: We will get this information and hand it over.

The CHAIRMAN: I suggest that the questioning that you are pursuing now would better come under Item 50 and not 45. Item 50 refers to Construction and acquisition of buildings and works, lands and equipment, and so on. You are speaking about construction now.

Mr. NIELSEN: Is that not part of the general administration item, Mr. Chairman?

The CHAIRMAN: Not under Item 45. This is on the administration, operation and maintenance.

Mr. LAING: We can bring the information on the record of performance of both governments, for every year, if you like.

Mr. NIELSEN: I wonder if it would not be helpful to the Committee if we had a table, Mr. Chairman, so that members of the Committee might be informed of the progress that has been made in the north since the implementation of this program which, I submit, in all fairness to the minister, was commenced in 1958 and has been carried on with all due credit to himself, his department and his government since the announcement last fall. If we had a table showing by the year the roads in each territory on which construction commenced, the miles built each year, the cost of construction each year and the times of commencement of their construction, I think that would be most helpful to the members of the Committee on a non-partisan basis, Mr. Chairman. Some members of the north have a dearth of knowledge of what is going on there.

Mr. HABEL: Why do you not ask the names of those who worked on the roads, the names of the foremen and everything; then your inquisition will be complete.

Mr. NIELSEN: It is a non-partisan request.

Mr. DINSDALE: Mr. Chairman, I think this is a very legitimate line of questioning because there was an announcement of an expanded road program,



and we all recognize that communications in the north are basic to development. As I intimated when I introduced the question the only details that I have are those published in the *North* magazine and they paralleled the program that was in existence, as I understood it; I am concerned to know what new programs are contemplated because, as I recall, when the road program was announced it was criticized quite severely as building roads from igloo to igloo and so forth. We met considerable resistance and I think for the welfare of the north it is important for this Committee to have information concerning what programs are contemplated for the future. We are not going to open the north without an adequate communication system.

Mr. ORANGE: Mr. Chairman, with reference to this year's program, I would like to remind Mr. Dinsdale that this already has appeared in Hansard. I asked the minister for the details of the program both in the Yukon Territory and the Northwest Territories for 1966. This, I believe, was question number 851 or 852.

Mr. DINSDALE: Could we have that information before the Committee? It would be better if it could be presented on a map. I understood that there would be such a map put before the Committee.

Mr. NIELSEN: Mr. Chairman, what I have asked for—I received an intimation by a nod of the head but that does not go on the record—is information going back to 1958 of a kind which Mr. Orange asked for with respect to this year. Could we have the assurance of the Minister that he would provide that for the Committee?

Mr. LAING: I think we have already said we would do so.

Mr. NIELSEN: You have now.

Mr. Chairman, could I ask two other questions and if the answers are not immediately available perhaps they could be provided at the next meeting. The five-year agreement, of course, is up for negotiation with both Territories at this moment but they are not yet signed. Members of the Committee may not be aware of the fact that the Territories sign the same kind of agreement with the federal government based on almost the same principles as the provinces. Can the minister say whether there is in that five-year agreement any different classification of road than there was in the previous agreement.

The CHAIRMAN: May I interject here, Mr. Nielsen, that Item 50, which is the next item after we have discussed and disposed of Item 45, is one dealing with the construction of roads and bridges. Now, that is the item on which you may pursue your questioning with regard to the construction of roads, but I beg you to confine yourself to discussing Item 45 which has nothing to do with highway construction.

Mr. NIELSEN: Mr. Chairman, I do not mind where it is discussed.

Mr. SIMPSON: Mr. Chairman, I have one or two things to bring up at this time provided the Committee is agreed that we are temporarily, for the time being, off this other question of roads. Is any one pursuing that subject now?

I am not sure that this comes under Item 45 but I wanted to bring to the attention of the Committee, the Chairman and the minister the situation which



we have at Churchill. As you know, the department are operating a school for Eskimo children at Fort Churchill. The housekeeping duties at the army camp are taken care of by Public Works. However, this school started out with 150 to 200 students, I understand, and this year the enrollment was increased. The people in Churchill continually keep hearing reports—I cannot vouch for these reports, but they are very disturbing to them—that this is just a very temporary measure, that all of this is going to be moved very shortly to Frobisher or to some place else. I have inquired of the department and, to my recollection, I have been more or less told that we would not be increasing the number of students if we did not intend to stay there for some time, which is maybe the only answer that can be given at this time. But, these people at Churchill are very concerned. They would like to have some definite information of the future plans of this establishment.

MR. LAING: As I recall, Mr. Simpson, you asked me a similar question in the House and I replied at that time that we intended to be there for a minimum of five years. Now there is indication that it would be more likely seven years. It has been there now for two years. This is the second year.

MR. SIMPSON: You mean of this particular program, Mr. Minister?

MR. LAING: Right. There are, I believe, 250 children there today.

MR. SIMPSON: One other thing that I would like to bring out the status of the Eskimo village at Camp 10, Akudlik. I am giving you only my own understanding of it as this has been passed along to me, again, from people in Churchill. I understand that this was used primarily as a rehabilitation place for Eskimo people who were being sent out for medical attention and one thing and another. Also, the regular inhabitants of Akudlik lived in this village when the National Defence establishment was at Fort Churchill. Most of them were working then at the army camp. This was a very worthwhile project throughout some of those years when the military people were at Churchill. It seems to have deteriorated to some extent and I wonder if the minister could tell us if the intention is just to continue this on as it is or is it going to be gradually extended and enlarged? Is there any change in policy with regard to the village of Akudlik now that National Defence has pulled out of Fort Churchill?

MR. LAING: In response to Mr. Simpson, I am told that this has been used because of the facility of air transport for the more remote areas along Keewatin. Some 15 or 20 families are living there in houses that were constructed and I remember seeing at least one of the houses, devoted to the care of children, some of whom were ill, and it seemed to be almost a delivery house because there were a number of babies there at that time; I am told that it is being used largely as a transit area to take those who drop in from the Keewatin area or who are brought in because of illness. The heads of these 15 or 20 families there are mostly employed at the present time, and I do not think that there is a contemplation at the present time to expand it or to build more houses but to continue to use it for the purposes that we have at present. Eskimos are brought in there, some of them ill from the Keewatin area and some of them farther down. Although we will continue to use it for that purpose, quite a number of them are occupied by people who are employed there in a relatively permanent position.

Mr. SIMPSON: I hope the minister does not get me wrong in thinking that I was criticizing the operation. I think it has been a very worthwhile thing. I was interested to get your reply and to receive some measure of assurance for the people concerned there that the establishment will be continued.

Mr. LAING: I may say that I have spoken to Premier Roblin on occasion and to other ministers of the Government of Manitoba. I told them I had hoped by this time that the town would be incorporated as a municipality. I think there would be great merit in that. Their opinion seemed to be that the federal interest was so high that they did not seem justified in doing that. It would seem to me that an incorporation there would assist things very greatly in the planning of the town as well because, as Mr. Simpson so well knows, it appears to be cut in three parts with a lot of transportation. I hope that we will continue to discuss this with Manitoba because I think it will be advantageous to have it organized.

● (10.15 a.m.)

Mr. SIMPSON: That is a question which concerns every resident of Churchill very greatly. It has been discussed and I hope it will be decided by the people themselves there.

I do not want to take up too much time of the Committee, but there is just one other subject and, again, I do not know whether it is on Item 50 or whether this is the place where it should be brought up.

Mr. LAING: Before we leave Churchill, I think the construction of two new wharves there is going to produce a potential at least of a very considerable amount of freight that formerly did not go there. I believe they have moved several cargoes of sulphur and the steamship lines in particular that are moving there are thinking of moving potash through as he knows and, indeed, I think that some potash has been moved already.

Mr. SIMPSON: I do not know of this unless it is a sample shipment. They are all hoping for that, of course.

Mr. LAING: I know there is a keen interest on the part of the shipping companies to move these goods, and with the additional wharves there now I think there is a potentiality for so doing.

Mr. SIMPSON: May I ask the minister if he is talking about the port with the additional wharves which have been constructed. Is he indicating that there is a plan for further construction of wharfage at this location?

Mr. LAING: I had the impression that the wharves which were built could be used to a greater capacity for bulk.

Mr. SIMPSON: The latest construction of wharfage at Churchill was completed some two to three years ago. It was a three or four year program and it did add two additional berths. Now again I do not believe this should come up under this department but there is a tremendous demand from the people of Churchill and the shipping agencies for further berthing facilities because, with the advent of this new forest product industry in northern Manitoba, it is indicated that pulp and wood and prepared pulp are going to be shipped regu-

larly from Churchill and this will take up all the remaining space outside of the grain facilities. Therefore, we do need extra berthing there which will be drawn to the attention of the proper department.

However, there is one other matter I wanted to bring up in relation to Churchill. There has been considerable interest over the past several years for the establishment of a northern university at Churchill. I will not take up too much time of the Committee because I do not know if it comes under subject. However, I would like the Committee and the minister particularly to know of the interest in this, particularly so because at the old air base at Churchill there is a former Strategic Air Command building—now I have not been in it because it has been locked up since the SAC base moved out—which I am told would provide every facility for such a thing as a northern university. I would like this to go on the record because the people who are interested in it had encouragement from universities in the United States, the University of Alaska and others to give them any assistance they could. However, they do not seem to be able to get their plans off the ground through any federal government assistance. I would like to know whether this has been brought to the attention of the department and, if not, whether it will give consideration to the question of what assistance Northern Affairs can give with respect to the commencement of such a program which is very necessary at this time.

Mr. LAING: There has been a feeling that it would be advisable for us to have northern matters discussed in the context of a northern university. I think probably this is accentuated in Canada because of what Alaska is doing with their University of Alaska. I would remind Mr. Simpson, of course, that education is a provincial matter. I do not think we have had any approach from the Province of Manitoba. We have had an approach from the Board of Trade of the Chamber of Commerce or its equivalent in Churchill and, of course, from the people themselves.

About all we have done so far in the field of scientific pursuit is to establish the very small facility that exists at Inuvik, and it is very small both in regard to the building itself and the personnel, although I want to compliment them on doing a very good job within their capacity and they have encouraged a great number of scientists to come into the north for short periods of time within the last year. I think 148 scientists were in there—I gave some figures a few weeks ago—who had visited and stayed for a matter of several days, applying their knowledge to conditions on the ground. But I would think, Mr. Simpson, that that would have to originate with the Province of Manitoba, and I do not believe we have had any representations from them.

Mr. SIMPSON: I understand that aspect of it, and I have had some knowledge of what the minister said is taking place at Inuvik. The only matter which concerns me here is that certain things are taking place at Inuvik, and understood that Fort Smith and some other places are interested in establishing a northern university. Churchill is very interested in this subject and I am told that the Yukon is also very interested and understandably so.



I hope, however, that the department will give guidance in this respect and acknowledge, as I am sure they do acknowledge, the absolute necessity for the establishment of some kind of a northern university in Canada to study all of the aspects of developing our north. It might be advantageous to all of these areas if some sort of a conference could be held where people could be brought together to discuss plans and the best site selected to go ahead with the plans. I mentioned Churchill because apparently they have a building which offers every facility necessary for such a university—it is just sitting there idle. I am sure we all realize that some of the buildings which were constructed by the United States government for SAC facilities are not shacks but are very fine buildings. I hope the department will endeavour to call a conference for the purpose of selecting a site so that plans can go ahead because these programs take a long time to get off the ground.

Mr. LAING: At the present time we assist a number of Canadian universities in specialized studies by way of grants. There are specialized studies in a number of Canadian universities addressed to problems in the north. We intend to continue these studies and will probably expand them. At the present time we believe the first call for something new in the educational field is for a vocational program in the territories to give an opportunity to the Indian and Eskimo people to participate in the mining, oil and gas exploration developments which are going on there. In our view this step might come first.

The CHAIRMAN: Thank you very much. Are there any questions with regard to the map? I believe there were some questions with relation to the map at our last meeting.

Mr. ORANGE: Mr. Chairman, I am a little concerned about the way that black line runs in the Eastern Arctic.

Mr. NIELSEN: Mr. Orange was not here when I asked the officials to show on the map the line which delineates the authority over which the minister has jurisdiction with respect to resource control and that which the new minister of resources will have. That is the order-in-council line, I believe, is it not, Mr. Chairman?

The CHAIRMAN: Perhaps one of the officials may be able to clear up this point.

Mr. ORANGE: Regardless of what the purpose of this line is it may be just as well to point out to the members of the Committee, who may not be aware of it, that the islands in Hudson Bay including the Belchers and others, are now part of the Northwest Territories. Actually the boundary of the Northwest Territories extends down into Hudson Bay and includes, for example, the Belcher Islands in the bottom right hand corner quite a few miles just off the coast of Quebec.

Mr. NIELSEN: But, Mr. Chairman, for resource purposes, is it not a fact that the new Minister of Resources, Mr. Pepin, has jurisdiction over the islands below that line?

Mr. ORANGE: I think it should be pointed out that this is where the boundaries now rest.

Mr. NIELSEN: Can we have this clarified after the officials have held their caucus?



Mr. HAIDASZ: Is it a fact that the order in council has the effect of passing resource control from the department to the new Minister of Resources?

Mr. LAING: In the area south of that in Hudson Bay?

Mr. NIELSEN: South of that black line?

Mr. LAING: The answer is yes.

Mr. NIELSEN: You said resource development?

Mr. LAING: That is right, and resource control.

Mr. NIELSEN: Well, is there any difference between resource control and resource development?

Mr. LAING: You used both; I did not.

Mr. NIELSEN: No. I used resource control and the Minister used resource development. If there is a difference I would like to know. If there is not, that is fine.

Mr. LAING: I do not believe there is any difference.

Mr. ORANGE: Mr. Chairman, may I ask a question with regard to this particular vote. By quick count I note that the northern administration branch had a 5 per cent increase in staff this year. I am just wondering what success they are having with the regulatory agencies in clearing these various positions which, because they are in the estimates, are considered to be essential by the department and by the government. What success are they having in clearing them through the Treasury Board, the Civil Service Commission and in terms of recruiting to fill these particular positions? I know in past years the record has been less than happy. It has been one of great concern, particularly to people in the field where, for example, you add a new social position to a certain community and it takes perhaps up to a year for the agencies to get around to approve the position which has appeared in the estimates. The money is available, the Parliament of Canada has approved of the expenditure, and yet somehow or other the program is held back because of the various problems related to and beyond the control of the department in appointing people to the staff to do the work they were hired to do.

● (10.30 a.m.)

Mr. CÔTÉ: Mr. Chairman, I believe I can answer that question. There was a period in late 1963 and 1963 where, because of the situation in which the government of Canada found itself, the civil service staff was asked to be held at 85 per cent of establishment at maximum. I think that the members will recall that in those days one could recruit one position for each ten vacancies that was being created, and as a result in particular Northern Administration Branch was very badly hit and it found itself at times with in some areas 75 per cent of the staff as against establishment to discharge its duties. This ban has been lifted as the situation improved; it has not however been possible to recruit as fast as one wanted to. Mr. Orange I think is right when he says that the general recruitment procedures throughout the civil service, the question of approval of positions, the classification of positions once they have been approved by Treasury Board and Parliament took time, a considerable amount of time. Indeed, we found ourselves still throughout the department last summer in a

position where our total vacancy rate was something of the order of between 13 per cent and 14 per cent if my memory serves me correctly.

The Civil Service Commission and Treasury Board have been moving to make it easier for the departments to recruit; they have encouraged the departments to move towards positive recruitment. Our own recruitment last summer was in my view unsatisfactory; we were recruiting to the extent of about 15 positions per month, and at one time I reckoned, when we got these figures together, that it would take 22 months to fill the positions we had authorized, at the rate at which we are going and with the rate of attrition. The Civil Service Commission, by making it possible for us to do more positive recruitment with the departments and under their monitoring, have eased procedures. We are now in a position where—I just had the other day the last figures for April of this year—we are locating at the rate of 64 positions in the month of April of this year. We achieved this by the co-operation of the Civil Service Commission, and by taking some people off their former jobs in the various branches to do recruitment positively. I expect, and my aim is, by the end of this calendar year—our vacancy rate which at the moment is running at 10 per cent, and is a marked improvement over what existed in July of last year—to reach something of the order of 5 per cent. I am not sure that we will be able to achieve this, but the signs are good.

Mr. Orange has asked a question on a number of these aspects. It is a very technical and very complex question. I am sorry, Mr. Laing, that we have not been able so far to answer the question that he has asked. I hope that it will be available soon in detail. But by and large the recruitment has improved considerably, and with pay increases that have been decided upon in certain categories, engineers and social workers, it is tending to make the government more competitive in this field. I think the committee should be aware that in a number of areas we are competing for precisely those jobs where provincial governments and industry are looking for people and we are finding it a very tough race indeed to win. We are having a measure of success in the department and there has been this "Career Expo 66" in the general Ottawa area and the interest of young people in government service, and I think for jobs in our own department, is not waning in any way, shape or form. I do hope that by the end of this calendar year, we will have filled our vacancies to the extent that the vacancy rate shall not be higher, I hope, than 7 per cent, and I am aiming at 5 per cent.

Mr. ORANGE: I appreciate the answer that has been given to us by Mr. Côté, Mr. Chairman. I wonder if he could be possibly a little more specific in terms of the new positions which have been created or approved and are in these estimates as of the 1st of April of this year. I wonder if the departments—not only northern affairs, but other government departments, but in this particular instance northern affairs—are running into the same problems of having the positions classified, of obtaining Treasury Board approval for the positions in the first place, for the recruitment program. As I say, my estimate—just a quick count is 94 new positions, some of which are at the prevailing rate, some of which are teaching positions and exempt from the normal civil service procedures. I wonder if the department is still encountering the difficulties it has encountered in the past in having people on the job?

Mr. CÔTÉ: Mr. Chairman, the answer to that question is that we are still encountering some difficulties; some of these difficulties, however, I think are not attributable to the Civil Service Commission, but to our own definition of the classifications. At the very present moment, as of April 30, there is something of the order of 698 vacancies in the department over-all, and at the moment there are 102 competitions going, and the recruitment rate at the basis of about 65 per month would fill all our positions in ten months, if one did not have the normal attrition rate of people who move over to other jobs, and secretaries who go off to get married, et cetera. The difficulties that had been encountered a couple of years ago are very much lessened today and I hope frankly, with the co-operation that has been extended by the Civil Service Commission and Treasury Board, and our own positive recruitment within the department, that we will fill most of the positions that have been indicated by the government as being appropriate for this department in this current year.

Now there are areas, Mr. Chairman, such as social workers, engineers, clerks and secretaries where it is very difficult to get these people and we are looking at these specific areas very carefully and we will be discussing this in detail with the Commission, those particular areas of concern to us.

Mr. NIELSEN: Do these questions and answers apply only to the Northwest Territories, Mr. Chairman?

Mr. CÔTÉ: They apply generally throughout the department, Mr. Chairman.

Mr. NIELSEN: My remarks are on a different subject. I have a question on personnel, if I might, Mr. Chairman. When does the present Commissioner of the Yukon leave that position?

Mr. LAING: I believe it is at the end of this month.

Mr. NIELSEN: Has the Minister made a decision as to his successor?

Mr. LAING: No.

Mr. NIELSEN: Thank you.

Mr. ORANGE: I would like to ask a question specifically with regard to teachers. Last Friday I noticed in the *Edmonton Journal* an advertisement asking for applications for teachers in southern Canada for the Mackenzie District. There were 42 positions advertised in this particular advertisement. I am wondering whether this is an indication that the teachers recruitment for this year is not as successful as it has been in the past number of years, because this is a supplementary advertisement. By way of explanation to other members of the Committee, the department normally start their advertising for teachers in January or February across Canada in a recruitment trip, selecting people from all over the country, and by this time of year most of the positions are filled with the exception of a certain number of specialists positions where it is rather difficult to get people. When I saw this advertisement I was concerned that possibly the program this year was not quite as successful, and if we are not being as successful I am wondering if we are being competitive in pay rates for the teachers in the north, particularly in the western provinces where there has been a great increase in pay offered to teachers teaching in Saskatchewan, Alberta and British Columbia, and more particularly in British Columbia.



Mr. CÔTÉ: I think that is particular advertisement for 42 positions is a repeat of an earlier advertisement that was put out. So far as I have been informed, and this is information within the last couple of days, the recruitment is going quite as well as previous years. On the salary structure, I have every reason to believe that the salary structure now in force is competitive. I think it would be interesting to members of the Committee to know that the rate of turnover in the northern parts of the provinces is very rapid. I think they find that something of the order of 33½ percent turnover every year, while in the northern territories to date the turnover has been of the order of 25 per cent. So on the whole, up to now, we believe that we have been competitive, not only because of the general salaries provided, but of the particular challenging job there is in the northern territories, and we believe that we have a very good group of teachers in the north.

Mr. NIELSEN: One more question on personnel of the Minister, Mr. Chairman. Is it the intention of the Minister to appoint a successor to the Commissioner of the Yukon who is resigning at the end of this month?

Mr. LAING: Yes.

Mr. SIMPSON: Mr. Chairman, I would like to bring a matter to the attention of the Committee which I think is very important. It actually does not concern the department of northern affairs, but it is of great concern to administration in the north and to the development in the north if it is, and I believe it is, a fact. Information that I have had passed along to me indicates that the Department of Transport Meteorological Bureau and their weather services are unable to give adequate information to people, requiring it, concerning the weather conditions in many parts of the Northwest Territories. I will give you an example. Last winter an aircraft operator who was doing work for department of northern affairs out of Baker lake suffered considerable damage to an Otter aircraft, and it had to be brought out as quickly as possible; otherwise there would be no service and he would be unable to continue this work for the department of northern affairs.

Now, I took this up with the Department of National Defence through the Minister and the Minister was very co-operative. He agreed to send the only plane they could in there that would accommodate bringing an Otter aircraft out, and that was a Hercules. I am told that a U.S.A.F. Hercules had landed at Baker lake previously and that they had landed there last year when necessary. The Department of National Defence, according to telegrams which I received from the Minister, were extremely interested in doing what they could to get this aircraft. They set a date; we had it lined up that they could pick up men to take in there and load this aircraft. At the last minute they came back and they said, "We are willing to go but we are unable to fly a Hercules aircraft into Baker lake owing to the inability of the Department of Transport to give us adequate weather conditions."

● (10.45 a.m.)

Now, I took it up as far as I could. I am not trying to bring controversy in; but this is a fact though that if the D.O.T. are unable to give adequate weather service in a place like Baker Lake, then I think that the department of northern affairs should know this and we should see what measures



can be taken to provide facilities to give adequate weather services throughout the territories. If we are going to develop the north this is one thing we have to know about, particularly in view of the necessity for air travel in that area.

Mr. ORANGE: Mr. Chairman, I wonder if it was a question of the Department of Transport being unable to guarantee the weather, because my impression of Baker Lake and the service there is that D.O.T. have a large establishment of meteorological radio operators and it is probably the best serviced area in that particular region. In between Baker Lake and Churchill there may be some difficulty, and believe me, I sympathize with what Mr. Simpson has said that the Department of Transport could expand and extend their services for radio aids and meteorological services throughout the north. As far as Baker Lake is concerned, it is probably one of the best equipped meteorological stations in the north, particularly in the Arctic areas, except for the high Arctic.

Mr. LAING: We will make inquiries, Mr. Simpson.

Mr. NIELSEN: Following that up, the Minister might also make inquiries and urge the Department of Transport to take from the shoulders of private enterprise the burden of constructing radio facilities where non-existent in the Northwest Territories. There were two instances of this having occurred, where the department has not provided the necessary facilities and private operators have had to do so for bare safety standards.

Mr. LAING: I believe our policy in general in assisting with air transport and I am speaking now more or less of the landing fields, and so on, was quite generous.

Mr. NIELSEN: This policy is good, but I am speaking now, as Mr. Simpson is speaking, of facilities, radio aids to navigation, weather services and facilities. The department, as Mr. Orange has indicated, could do more for base safety standards let alone ease of travel.

Mr. HOWARD: Mr. Laing, I am concerned with the living conditions and sanitation facilities existent not only in the territories, but in other places as well, and I wonder about the possibility at some subsequent meeting of having a précis or a document prepared setting out what sanitation, water and sewage disposal facilities exist, with particular reference to the people who are native to the area as distinct from those who work for some department of government who, I understand, get far better facilities than others do. Would this entail a great deal of effort?

Mr. LAING: We have a number of reports on both water and sewage facilities in respect of the number of the locations, and indeed in some of these places, when you make your trip to the north, you will see, and I am sure you will be rather surprised at the way the collection of garbage is organized. In some of these small places it is very, very good indeed.

Mr. HOWARD: And in some of the places it is bloody awful.

Mr. LAING: Well, you have been reading.

Mr. HOWARD: I have been looking at pictures.

Mr. ORANGE: As produced by the *Edmonton Journal*?

Mr. HOWARD: No, not as produced by the *Edmonton Journal*. I am one of those who do not have much use for the *Edmonton Journal*.

Mr. LAING: This is not bad, as you will find when you go there. As a matter of fact, some places are very well organized; in other places we have these reports, I think up to a half a dozen reports, and some of them are implemented now. There are two or three of the places where we have implemented both the water and sewage reports. We are aware of this.

Mr. HOWARD: Well, it is something of this sort that you could be working for, for information purposes first.

Mr. LAING: A general incidence of disease to which you made reference last night has improved enormously over the last fifteen years. The statement which you made last night is not applicable today.

Mr. HOWARD: You had better communicate with the Department of National Health and Welfare. They do not seem to realize this.

Mr. LAING: I realize it, and I know what they said, and I know what certain particular people said. I am drawing comparisons with ten or 15 years ago.

Mr. HOWARD: Well, I do not want to get into a by-play with the Minister about this, but the document which his department prepared for the advisory committee lists a number of very interesting figures and statistics about these matters.

Mr. DINSDALE: Mr. Chairman, may I pursue the question of education which was raised by Mr. Simpson. In his reply the Minister referred to the activities at the Inuvik Research and Coordination Centre. Would it be possible to obtain some details on one or two of the major research projects being carried on here? We could have that brought in at the next sitting, because I think we all agree that northern research is important to the whole program of development.

Then again, reference was made to the grants in aid of research to the universities across Canada. Could we have some details with regard to which universities are co-operating and the type of program in which they are engaged?

Then, still on the subject of education, has there been any further discussion with the church with reference to the establishment of a university at Fort Smith? It is my understanding that the church was interested in establishing higher educational facilities at Fort Smith.

Mr. LAING: We can bring that up to date. I have not got all the facts now, but I recall there is no contemplation of a university, as such, there, but they established what they called a college. I think that Bishop Piche has formally made application to us for assistance in the matter of the residence, and no action has been taken.

Mr. DINSDALE: So the matter is still being actively pursued?

Mr. LAING: Well, not by us.

Mr. ORANGE: Did I hear the Minister correctly when he said that no action has been taken with reference to the application from the Bishop for assistance for students attending a federal school who are in residence at the college?

Mr. LAING: I know that we recommended to the Territorial Council that they deal with Bishop Piche's application, and favourably. I am told also that so far there has been no assistance given. Is that correct?

Mr. CÔTÉ: May I inform the Chairman that the question was taken up by Bishop Piche with the Northwest Territories Council. It is a matter of aid to a residence, and it is not directly education, aid to residence, and we made favourable recommendations to the Northwest Territories Council in this regard and the Council wants to look at it at its July session. But at the moment there has been no aid given to run a college.

Mr. NIELSEN: It is almost eleven o'clock but I wonder if I could put this question which I put at a previous meeting. Since the meeting at which I first raised the matter, the Minister has had a communication from either the Commissioner or the Yukon Legislative Council requesting to appear before this committee. Is it the intention of the Minister to invite the members of the Yukon Legislative Council to appear before this committee, in accordance with their request?

Mr. LAING: It is not my present intention.

Mr. NIELSEN: Well, I was just wondering if it was the intention of the Minister to extend the invitation.

The CHAIRMAN: Shall Item 45 carry?

Some hon. MEMBERS: No.

The CHAIRMAN: We have only time for one or two more questions before 11 o'clock.

Mr. DINSDALE: I am still pursuing the subject of education, Mr. Chairman, and I have two more items in mind that we might be able to get some details on at the next session: First is the problem of curriculum development for the north. The north has depended up until fairly recent times on borrowed curricula from the provincial schools—the Northwest Territories, excuse me. What progress has been made with regard to establishing a school curriculum, particularly a high school curriculum, vocational and technical as well as academic, that fits the peculiar needs of the north. If we could have some information on that subject, I am sure it would be helpful to the Committee.

Mr. CÔTÉ: I think that that information can be made available. I would like to assure Mr. Dinsdale there has been considerable progress in adapting the curricula at all levels in the Northwest Territories, and there is a pile of books this high, if any of the members wish to see them, of the specific curricula which have been designed, the efforts are coming forward and being very productive particularly in the last few years. It takes a long while to re-adapt curriculum, but we could provide more detailed information.

Mr. DINSDALE: I am sorry to see that Mr. Thorsteinsson is retiring as the Director of the Administration Branch. He has built up quite a background of experience. Has his successor been named, or is it still in process? I hope we are able to get someone of similar qualifications and standards.

The CHAIRMAN: Gentlemen, it is nearing 11 o'clock. I want to thank you for your attendance this morning. As a matter of fact I am very grateful to each and every member of the Committee for being so faithful in their attendance to this very important meeting. I want also to thank the Minister and the officials of the Department for being always on time. Thank you very much.

We will adjourn to the call of the Chair.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* MR. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

THURSDAY, MAY 26, 1966

Main Estimates (1966-67) of the Department of Northern Affairs  
and National Resources

WITNESSES:

Mr. John A. Clarke, Chairman, Jasper Resident's Association, Alberta;  
*and from the Department of Northern Affairs and National Resources:*  
Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior  
Assistant Deputy Minister; Mr. D. J. Learmonth, Assistant Chief,  
National Parks Service.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack	Mr. Horner ( <i>Jasper-</i>	Mr. Mather
Mr. Berger	<i>Edson</i> )	Mr. McKinley
Mr. Dinsdale	Mr. Howard	Mr. Neveu
Mr. Duquet	Mr. Hymmen	Mr. Nielsen
*Mr. Granger	Mr. Laprise	Mr. Roxburgh
Mr. Gundlock	Mr. LeBlanc ( <i>Rimouski</i> )	Mr. Simpson
Mr. Habel	Mr. Legault	Mr. Southam—24
Mr. Haidasz	Mr. Lind	

Michael A. Measures,  
*Clerk of the Committee.*

\* Replaced Mr. Klein, on May 25, 1966.

ORDER OF REFERENCE

WEDNESDAY, May 25, 1966.

*Ordered*,—That the name of Mr. Granger be substituted for that of Mr. Klein on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



## MINUTES OF PROCEEDINGS

THURSDAY, May 26, 1966.

(7)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Dinsdale, Duquet, Granger, Habel, Haidasz, Howard, Hymmen, Laprise, LeBlanc (*Rimouski*), Legault, Lind, Mather, Neveu, Nielsen, Orange, Simpson, Southam—(18).

*Also present:* Messrs. Basford, Horner (*Acadia*), Kindt, Olson, Ryan, M.P's; Senator Cameron.

*In attendance:* Mr. John A. Clarke, Chairman, Jasper Residents' Association, Alberta; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister; Mr. D. J. Learmonth, Assistant Chief, National Parks Service.

The Committee resumed consideration of item 15 of the main estimates of the Department of Northern Affairs and National Resources, in relation to which the Chairman introduced Mr. John A. Clarke, an invited witness.

Mr. Clarke made an opening statement and was questioned on the matter of national parks and leaseholders.

On requests from time to time during the questioning, Messrs. Côté, MacDonald and Learmonth gave related information.

The questioning having concluded, Mr. Clarke made a closing statement.

On behalf of the Committee, the Chairman thanked Mr. Clarke for his attendance.

At 12.40 p.m. the Committee adjourned to Tuesday, May 31, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, May 26, 1966.

● (9.45 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum. We have present with us today an invited witness, Mr. John A. Clarke, the president of the Jasper Residents' Association.

As the proceedings are being tape recorded, may I remind all members and ask Mr. Clarke, when addressing the Chair, to speak into a microphone. Mr. Clarke has been invited to appear with regard to Item 15 of the estimates of the Department of Northern Affairs and National Resources as it pertains to national park administration and leaseholders. On your behalf, I wish to welcome Mr. Clarke to Ottawa and to our committee meeting. I now shall call on Mr. Clarke to say a few words and then questions will be quite in order, if any member wishes to ask a question of Mr. Clarke.

Mr. JOHN A. CLARKE (*Chairman, Jasper Residents' Association*): Mr. Chairman, gentlemen, we are very grateful for having been invited to come to Ottawa. We think it is a step in the right direction. I had been instructed by the residents of Jasper and we forthwith wired Mr. Badanai the following telegram which I will read, so that you will know the situation from our point of view. It says:

I will appear on May twenty-sixth as directed. Want it clearly understood in view of magnitude and variation of existing parks problems that I as single delegate cannot adequately represent all concerned. Therefore in accepting invitation I must emphasize that this meeting cannot be considered adequate hearing of parks residents and imperative further meetings your committee be held western national parks in order problems can properly be aired and prime minister's promise be honoured.

I have been instructed by chambers of commerce and residents associations Banff Waterton Lakes Jasper to cordially invite you and your committee to hold meetings regarding parks problems in townsites western parks. Eight thousand citizens these areas vitally concerned with proposed changes parks policy and in fairness to them and your committee those involved should collectively and singly have opportunity make protests and suggestions known. Has been much misrepresentation regarding issues involved and we believe full appreciation of problems in proper perspective can be realized only if committee holds hearings in areas affected. We ask you to seriously consider this invitation in light in which it is extended that is our earnest desire to assist in reaching sensible and realistic solution to national parks problems.

I just wanted to make it clear, gentlemen, that this is the situation with regard to what the people living in the parks—the businessmen, the residents, et cetera—wish and feel should happen, so that anything I may say here today could not be official.

The CHAIRMAN: Gentlemen, I am sure you have questions that you wish to ask Mr. Clarke now.

Mr. HYMMEN: Mr. Chairman, regarding Mr. Clarke's statement, you, as a member of another committee, realize the indicated success of that other committee in viewing some of these problems on the site, so I do not need to suggest the importance or the merit of Mr. Clarke's suggestion to you, sir.

The CHAIRMAN: Have you any comment to make on that, Mr. Clarke?

Mr. CLARKE: Excuse me, I did not get all the questions; it was addressed to the Chair. You were referring to another committee?

Mr. HYMMEN: I am referring to the Transportation Committee.

The CHAIRMAN: Our Transportation Committee that was in Banff on their way through on their hearings out west.

Mr. CLARKE: I am from Jasper.

Mr. HYMMEN: I know, but I am just suggesting that your idea has some merit, namely, during the discussion of some of these problems on the site rather than away from the site. That is my only comment sir. It is not a question; it is a comment.

Mr. MATHER: Mr. Chairman, is Mr. Clarke inviting the committee to meet in Jasper on some suitable occasion? Was that one of his suggestions?

Mr. CLARKE: Just before I came down here, some of the instructions I had from the organization, from the Jasper chamber of commerce, the citizens' association, et cetera, were to insist or try to insist that meetings, or a meeting possibly not just on estimates but on policy and regulations and how it affects them, should be held in the western parks. They suggest one should be held in Jasper, Banff and Waterton respectively, so that all organizations can be adequately represented and heard.

Mr. DINSDALE: I would like to endorse the sentiment expressed by my colleague here that this was eminently successful in regard to the activities of the Transportation Committee and not only was it useful to the members of the Transportation Committee itself, but also I have been impressed by the press comments on the appearance of this committee in the various regions across Canada.

They found out, for the first time, that M.P.'s were human, conscientious and representative of the Canadian body politic. It has been most interesting to follow the press comments, as the committee has moved across the country saying, "Well now, are not these chaps fine fellows after all?"

So it would have the double effect of opening these channels of communication, which we have talked about in this committee from time to time.

Mr. MATHER: Maybe we had better quit while we are ahead.

The CHAIRMAN: Mr. Orange?

Mr. ORANGE: Mr. Clarke said that he cannot adequately represent all concerned from Jasper and I think possibly he might have a point. However, I would like to hear from Mr. Clarke, in his own words, something of what he considers to be the problems with regard to leaseholds.

Mr. CLARKE: Is this in regard to dwelling leaseholds or commercial leaseholds?

Mr. ORANGE: Let us break it down into two parts, Mr. Clarke. First of all the residential and then the commercial.

Mr. CLARKE: Well, first of all, a great number of the present leaseholders purchased or got their grants on permission to use the property of their leases many years ago. Some of them were granted in perpetuity, some were granted for a specific number of years, but they were all taken up on the assumption that there would be renewals. So, first of all, the residents' association feel that if the government does not require this property for any other purpose, then the present leaseholder should have the first right to renewal at the expiration of his lease.

Mr. ORANGE: Is that not the policy now?

Mr. CLARKE: No.

Mr. ORANGE: This is not my understanding, which is that if the present leaseholder applies for renewal of his lease and this land is not required for any other purpose, then he has first option for renewal.

Mr. CLARKE: No. I could be corrected, but our interpretation of the Minister's statement is when the present lease expires. What is happening now is, as their leases expire or as leases are changing hands when the improvements are sold, a new 42-year non-renewable lease is issued, which has no clause for first renewal. Also, the Minister has promised fair market value for these leases and intimates that they shall then become crown rental units.

Mr. ORANGE: Well, there seems to be some confusion, at least in my own mind, as I read the national parks policy. The proposal is that if the land is not required by the Crown, it is possible to renegotiate a lease for a period of time. I think, Mr. Chairman, I would like to have some clarification on this.

The CHAIRMAN: Mr. MacDonald, would you proceed?

Mr. J. A. MACDONALD (*Senior Assistant Deputy Minister*): The Minister's policy that has been announced is really, as was indicated before, one which has been in force since about 1960 and is that present leaseholder's will get a further 42 years on the expiry of their present lease. So that, in that sense, the statement that there will be a renewal is correct.

Regarding residences, on the expiry of the fixed term, the statement has been made that if the land is not required for parks purposes, then short leases might be available. The compensation will be paid with a fair market value for the residences, but more particularly the Minister has given assurances that



whether through the short form of lease or some other arrangement, occupants who have spent their working lives in the parks will not be disturbed during their lifetime if they decide to remain in residence in the parks.

The CHAIRMAN: Thank you, Mr. MacDonald.

Mr. ORANGE: At a rental rate?

Mr. MACDONALD: The Minister has said at a rental rate or I think he has indicated that the rental is really not a consideration. Revenue is not a consideration in the residential part but rather the control of the stock of housing.

Mr. ORANGE: Is that your understanding of the situation, Mr. Clarke?

Mr. CLARKE: Well, it is very difficult because these things are stated in press releases and partly stated in letters that we receive from the Minister. I have a letter here received from the Minister in May, 1966, this month, pertaining to questions that we think would satisfy and set up the leaseholders problem. As far as we can make out they get a lot of double talk.

The fact is, gentlemen, that people are a little bit afraid. A new Minister comes along or a new policy is announced and I would not say at the whim, but at the thinking of a minister, all this has to be changed. We want it clearly spelled out where we stand. If the government does not require the property for public use, we want it clearly understood that the present leaseholder will have the first option to renew.

It is intimated, as Mr. MacDonald says, that he may have a short term, or he may have two or three years, and so on. This is not good enough. These people are scared. They want a security of tenure in some respect or security of estate. Fair market value is a fair enough offer. We are not going to argue about this.

But in item (1) of our letter written to the Minister in March of 1966, we state:

...the complete lack of any effective guarantee that similar drastic changes in policy, administration of policies may not be effected at any time in the future with an equal lack of consultation of the residents, the situation needs and the over-all benefit of the park purposes.

We have said from the beginning and continue to maintain that we must have a policy and an administration of that policy which is consistent and fair to all parties concerned—the citizens of Canada, the citizens of the park—and such an administration demands for a far greater degree of local decision and effective means of consulting and protecting the rights of parks residents. And so on.

We think that possibly too much power has been given to the Minister—any minister—to make any changes that he sees fit, as they come along, and when it affects peoples' homes and their life's savings, we do not think this is right.

The first policy that was issued by Mr. Laing, until we stirred up a fuss, was that there would be no compensation at the end of the lease, that when these leases expired, these people would just have their homes taken away

from them. The government could confiscate them and use them for whatever purpose they wished. They could make them Crown rental units if they wanted to. After it we raised a certain amount of fuss about it, he decided maybe the government should give them fair market value. We do not think that there is any consistency in this; that if we had not raised a fuss, the situation now would be that when the leases expired there would be no compensation for the householders.

Mr. ORANGE: As I understand it, Mr. Clarke, the arrangement now is that if the lease expires—I understand most will be up in 1970; is this not correct?

Mr. CLARKE: This is not correct, no.

● (10.00 a.m.)

Mr. ORANGE: All right. But which lease expires? Is it a further 42 years leasehold granted?

Mr. CLARKE: With the exception of when a piece of property changes hands. When a man sells his improvements.

Then he is asked to surrender his old lease and a new lease is issued, regardless of what the terms of the original lease was. If the original lease was in perpetuity this is now cancelled; he must surrender his old lease and a new lease issued.

Mr. ORANGE: What is the length of the new lease?

Mr. CLARKE: The new lease is for 42 years.

Mr. ORANGE: And is this for commercial and residential properties?

Mr. CLARKE: I believe so. I am sure, on residential properties. Commercial properties seem to have a varying length of time, depending on the future plans of the park and what it might enter into. I do not think all commercial properties are treated in the same way, but private improvements are treated in his respect.

The CHAIRMAN: Mr. Simpson.

Mr. SIMPSON: Well, I only have one question to ask. I would like to ask Mr. MacDonald if that applies equally to residential as well as commercial leaseholders?

Mr. MACDONALD: Does what apply to both?

Mr. SIMPSON: The term.

Mr. MACDONALD: Yes. The minister has clearly indicated in writing that an existing leaseholder will receive another lease for 42 years, whether it is effected on the basis of an assignment when the person sells to a third party and is a new venture into the parks or it is on the expiry of the present term. On either commercial or residential a 42 year lease is issued giving under this sort of motive system total lengths of time ranging from 42 years to probably 70 to 75 years.

Mr. DINSDALE: Judging from Mr. Clarke's remarks it would seem that the essence of the problem is the presence in a national park of a townsite, like Jasper, which has been established over the years, and the difficulty of trying to

resolve the presence of a townsite in a national park and have it conform to all the rules and regulations pertaining thereto. Would you Mr. Clarke agree that that is the essential problem here?

Mr. CLARKE: Yes, probably. I can understand the department or the minister's problem, that he does not know what is going to happen 25 or 30 years from now, and the present policy is that they do not want these townsites to grow in size. They may have to grow in populace, but he does not want the areas extended further into the wilderness, that is, into the park, as he calls it. Therefore, leases in perpetuity have to be out. We do not think that this should have been spelled out this way, in the first place. And we are not too worried about the treatment and handling of the existing leases at the beginning of 42 years, we think it is quite adequate, but we do want it spelled out clearly that these will not be changed and cancelled on us.

The leases in perpetuity according to our legal counsel have been legally terminated now—in effect, what he calls “legal blackmail”. The department refuses to transfer a lease in perpetuity. If you want to sell your property you must surrender your lease, they issue you a new lease and then they will transfer the new lease. They will not transfer existing leases. This is how they are getting around the transferring of leases which they have issued.

Now we have no assurance that they might do this and say that they are only going to grant ten year leases, now, and if you want to sell your property, the prospective buyer will only have a ten year lease. This puts a diminishing evaluation on the improvements. As you can understand, anyone going to purchase a dwelling with only a guarantee of ten years, is not going to be very encouraged to make improvements to that property; keep the grounds up and maintain it to the standard it should be within the parks. We want assurance that these people will be treated rightly. This type of legal blackmail has got to stop.

Mr. DINSDALE: What is your attitude, Mr. Clarke, toward the presence of a townsite in a national park? Would you agree that eventually the townsite would have to be eliminated and is your contention that so long as there is clear definition of the terms of elimination, there would be no complaint? Do I understand that that is your interpretation?

Mr. CLARKE: Well, we have a park of 4200 square miles in which there is a distance of 100 miles from one gate to the entrance gate—the east gate, to the south gate. It is approximately 50 miles from the east gate to the west gate. This is a big area.

People visiting these parks must have services of some kind. Camp ground services, such as a small service store that will sell ice cream and pop, and so on, is not enough. They want medical services, they want the opportunity to get their cars serviced, or repaired if they break down. They require all types of services. So this necessitates, in an area of this size, some type of a townsite. In a small park of a few square miles, these service areas can be located outside the park. But here you are dealing with a big area, and you are dealing with many miles. They probably have 200 or 300 miles of roads with the main trunk



highways and the scenic roads and things happen to people, and they require service. At the present time there are hospitals and everything else, a whole community set-up which is available to all visitors. The situation is a little different in each park. Regulations and policies that would apply to one probably would not apply to another and this is why we think the committee should go to each park and study the problems that exist in each one. A much different problem from Jasper would be Elk Island, where you have a few square miles and people go for Sunday picnicking, and do not even need overnight accommodation. But you have spent millions of dollars building roads and highways and campgrounds. I was at a new campground they opened last weekend and it is a beautiful place. I do not know what it cost; maybe a couple of hundred thousand dollars. It will house four or five hundred tourists at any given weekend. When you have four or five hundred people in one campground and several thousand people milling around in other campgrounds, and other overnight accommodation areas, they require all types of services and I think a townsite within Jasper Park is quite essential. To eliminate the townsite is not the answer.

Mr. DINSDALE: You are saying that the mountain parks have a peculiar problem, then, which has to be handled their way.

Mr. CLARKE: Look at the size. You cannot compare Jasper with the park at Niagara Falls. Consider the distance from outside the park gates to any other service area. When you get to the south boundary you still have to go nearly 90 miles before you arrive at another service area, which is Banff. When you get to the east gate, to get to a service area of any size and with complete facilities, you have to go another 100 or 125 miles to get to a little town like Blue River; 250 miles to Kamloops. When you get through our west gate, it is 18 miles to Hinton, which is a pulp mill town which has complete services. So, even right on the borders of the park, there are no service areas. They possibly could be established, but it is still a long way, and these towns are established and they are there. Apart from that, it is a double divisional point in the railroad, so you have a great number of railway employees.

And apart from that, to have administration in the park, and as traffic increases, you are going to have to have services for government employees who live within these areas—schools and hospitals, service stations and grocery stores, et cetera.

So therefore it is my opinion that you cannot even think about eliminating townsite unless you want to move everything out and leave it a wilderness and close up the highways.

Mr. DINSDALE: Is it your contention that the present policy would at least eliminate the townsites completely?

Mr. CLARKE: Myself, I do not think they have even considered that. I think the residents want it spelled out clearly that if the existing regulation is that they are now going to have a 42 year lease if they wish to transfer their property, this is it; that this is going to be honoured by the department and that a future minister can come along and change this without too much consulta-



tion with the people concerned. And if they are going to get first option to renew, they want it clearly spelled out. If they are going to get fair market value for their improvements when the lease expires or if the government wants the property for some other purpose, it will be clearly spelled out.

Mr. DINSDALE: Mr. Chairman, I will leave it for the moment. I want to come back to this but Mr. Lind has a question.

Mr. LIND: What I would like to ask Mr. Clarke through you, Mr. Chairman, concerns a statement I read in the Crawford Report that the residents thought they were getting no co-operation from Ottawa and that they had no means of getting across to Ottawa the fact that their problems were peculiar to Jasper. Now, on this co-operation angle you spoke of earlier when you said that some changes were being made and you were not notified; were you not notified in 1960 when the new regulations come into being?

Mr. CLARKE: The new regulations concerning leaseholders were implemented into the leases in 1956-57 and because we were not smart enough to read the fine print, until it came out in a policy statement, we found we had already been signing leases that had no guarantee of compensation at the termination of the lease, and that the private dwelling would return to the Crown. I believe I am right on this, too.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): I believe the order in council referred to 1958 in point of fact. I am not too sure whether there were changes before then, Mr. Learmonth?

Mr. D. LEARMONTH (*Department of Northern Affairs and National Resources*): No, 1958, but this was by order in Council which was published at the time.

Mr. CLARKE: I know, but we live in a small community in the backwoods and we do not often read the small print on all these documents.

Mr. LIND: What I was getting at is that you were saying earlier that you were not getting any co-operation or information, and I just wanted to verify that the problem has existed for a number of years and that what you are now being brought up to date on was really passed in 1960.

Mr. CLARKE: This is correct. We were not smart enough to pick this up at the time. It was available to us but we did not get it because it did not come out in a broad general policy statement and no one bothered to read their leases; they just signed them as they came up and said, "This is all right, we have always had fair treatment from the government and we can expect things to exist in the same way". And this is probably our mistake.

Mr. LIND: Then I go a little further on in the report and I see statement here:

Sewer, water and garbage rates were jumped after they were told that there were no new regulations.

Now, to what extent were sewer, water and garbage rates jumped? Do you know how much they went up?

Mr. CLARKE: This is 1958 we are talking about. They were not jumped a great deal. The sewer, water and garbage rates, as effective now in the parks, are quite in line with other communities in Alberta and quite fair.

Mr. LIND: Have you any idea—I do not know what they are, I know what they are in our own area—what these amount to in the townsite of Jasper?

● (10.15 a.m.)

Mr. CLARKE: I have them right here. There again, they vary, but on the average 30 or 40 foot household lot, they are about \$70 per year.

Mr. LIND: For sewage, water and garbage?

Mr. CLARKE: Correct.

Mr. LIND: Well, is that the whole cost of these services or is it just part of the whole cost?

Mr. CLARKE: This I would not know.

The CHAIRMAN: Mr. MacDonald?

Mr. MACDONALD: No, they do not represent the whole cost, by any means.

Mr. LIND: What portion of the cost do they represent?

Mr. MACDONALD: By government policy, 50 per cent of the capital cost is not read into the rates. It is taken as a general charge on the government as a whole as an effort to try to represent the burden or the inter-structure that might have to be built into a town of this kind to let it perform its own as a visitors' service centre as opposed to a local town.

The CHAIRMAN: Mr. Mather, will you proceed?

Mr. LIND: I have a couple more questions if I may, Mr. Chairman. I read on and I see where it states in the Crawford report that your views were consistently ignored and I gather from your Home Owners' Association that you have been in existence for some time. Have you been down to make representation before this committee before, or are you dealing with the officials from Ottawa?

Mr. CLARKE: The Crawford report was written and reported when?

Mr. LIND: 1960.

Mr. CLARKE: This association was not formed until 1964.

Mr. LIND: Oh, I see.

Mr. CLARKE: But, generally speaking, prior to this last year or two, we had great difficulty in communicating or getting any of our ideas across to the department. We would have a visit probably once a year of a senior official; sometimes twice. I think Mr. Dinsdale was there twice, Mr. Coleman has been in Jasper on one or two occasions, Mr. Laing I believe has been there once.

Since 1960 this aspect has changed a great deal. The department and the department officials at least give us an audience more readily than they did prior to that time. The Crawford report was probably written up over three or four years, or two years; so that it is hardly fair to apply the comments there to the situation in existence in the last four years.

Mr. LIND: Then I will leave that report for the moment and get back to these sewer, water and garbage rates. You pay approximately \$70 a year for this collection, of which a good portion of it is paid out of the parks revenue.

What other taxes do the residents pay in this park, such as school tax, property tax and any local improvements?

Mr. CLARKE: I have it right here. Worked out on the mill rate—for example, a house—and I have the bills here to back up my statements—one of my employees owns a house of 950 square feet of which the buildings are assessed by the provincial government as \$4,470; the land is assessed at \$750, making a total assessment of \$5,220. This is an ordinary 900 square foot house that is probably minimum in construction and design. It has four square walls, no fireplace in the livingroom, but it has a full basement and two bedrooms, a kitchen and a livingroom. It is a small house, but it is as simple as a house could possibly be. His total cost, including his cost of buying the land leased, which was \$550 at the time this house was built, at six per cent of the \$550 equals \$33. Including his land rental, his hospital, his water, sewer and garbage and his school tax it amounts to \$313.87 which works out to approximately 60 mills. Looking at other towns of similar size in Alberta, the average mill rate is anywhere from 50 to 62 or 63. The top seems to be 62 or 63 and 52 or 53 seems to be about the low. So the average mill rate now in similar towns in Alberta is about 57 or 58 mills.

Mr. LIND: What did you say there? Pardon me, I did not quite catch the total figure there.

Mr. CLARKE: \$313.87.

Mr. LIND: Well that is just about 58 mills, is it not, when you figure it out?

Mr. CLARKE: A \$5,000 valuation would be a little over 60 mills, but your valuation is a little more than that. It works out to be just about 60 mills.

Mr. LIND: That is slightly in place, though, with the amortization of the cost of the land?

Mr. CLARKE: Yes.

Mr. ORANGE: In normal circumstances.

Mr. CLARKE: No, it is not amortization, I am just using the department's figures.

Mr. ORANGE: No, but what I am suggesting here is that it is slightly inflated because normally, when you work out your mill rates, you do not throw in the figure of the cost of your purchasing a piece of land.

Mr. CLARKE: No, this is correct. But our charge is \$33. Ignoring the land problem, the reason I brought this up is because it seems to me that it is proposed, in the new policy on new lots that were issued this year, to charge a land rental of 6 per cent of their valuation of the lot. In other words, on houses that are built this year—and I am correct on this, I am pretty sure—\$140 per annum for lot rental has been charged by the department. This started as of this



year. But the builder of the improvements on the property is not required to pay out anything for the lease. He gets the given to him. He pays \$140 per year land rental. Certain leases are now paying about \$12 per year land rental.

Mr. ORANGE: What is your reaction to this?

Mr. CLARKE: We think that, due to the restrictions placed on the property in this respect, we cannot rent this property to whom we choose; it must be someone gainfully employed within the parks and necessary for their function. We can sell it to whom we wish, but because we have a termination of lease and because it is subject to changing government regulations, there is practically no chance of any appreciation growing property, but the valuation on these lots at \$2,400 with 6 per cent interest is much too high.

Mr. ORANGE: This is serviced?

Mr. CLARKE: Serviced, with water included.

Mr. LIND: And there are no improvement charges on this lot?

Mr. CLARKE: They are all paid by the parks department.

Mr. ORANGE: You just pay \$140 a year for a serviced lot?

Mr. CLARKE: This is correct.

Mr. ORANGE: What would the services be—\$1,000 a lot to service anyway?

Mr. CLARKE: These lots are already serviced, installation has already been there and has been for probably 20 years.

Comparing the cost to service these lots today with when they were serviced. As you can fully realize, there is a great deal of difference between any construction of sewer and water lines now and 25 or 30 years ago. It would be three times that to put the same sewer and water lines in today.

Speaking in generalities, people living within town sites, in parks are faced—especially Jasper and I can only deal with Jasper—with a high cost of living. We are not allowed to have factories or farms in the community. There is not a cow within 50 miles, there is not a chicken within 50 miles. All their food and services must be brought in. Their cost of building is nearly 10 per cent more because all their materials have to be brought in. Their cost of services is such that if you live in Jasper and your eyes need to be examined, you must travel 50 miles to see a doctor, have your eyes examined and return. This is the cost of living. Milk has to come in at a freight cost of three cents a quart. Their overall cost of living is much higher than in other communities. The income in mining or pulp mill town or a town in an isolated area, would probably be relative to the remoteness of the area, yet the average income for Jasper railway and government employees is the same as it is in any other community and any similar job.

Mr. LIND: I just have one more question and then I am through. Now, you speak about the railroad and you speak about the park's employees. What percentage of the residents of this Jasper townsite are not employed either in the parks or in business servicing the tourist trade or on the railroads? Is there a percentage of people here not in any gainful employment for the benefit of the tourist or railroad industry?



Mr. CLARKE: In Jasper there is a very, very small percentage, probably 2 per cent or 3 per cent of people not gainfully employed. School teachers and doctors, and so on, are part of the community. This 2 per cent or 3 per cent is of retired people who have worked and lived there many years in the park and are now still living there. The situation in Jasper is that we have not had a great number of people retired or otherwise, come in and buy homes for year round dwelling, who have not been connected with the park.

Mr. LIND: Thank you very much.

Mr. MATHER: Mr. Chairman, I was interested in what Mr. Clarke was saying about the town sites in the parks and the necessity, as he put it, of maintaining them, not eliminating them.

I was wondering if we could hear from Mr. MacDonald on that same point regarding the thinking or policy of the department. Does the department feel that the town sites should be heard or eventually eliminated. Or what is the position?

Mr. CÔTÉ: I think the position, Mr. Chairman, is quite clearly that the town sites have been there historically, that they are serving a very useful and indeed a vital purpose in these larger parks, for the reception of an increasing number of visitors, and that the town sites, in the department's view, are an integral and essential part of these western parks.

Mr. MATHER: So there would not be, at least in my mind, very much difference between the department's view in regard to town sites in the parks and Mr. Clarke's view.

Mr. CLARKE: If I could make a further comment on these housing costs, the department itself subsidizes a number of their employees when it comes to housing. Now, I have some figures here. As you know the department owns some 12 or 15 houses within national parks for employees. They recently built two more at a cost, I am informed, of \$15,000 each. These are not big houses, but building costs have gone up. So if we take the cost of \$15,000 at 6 per cent this equals \$900. If we take the land rental which has been charged other residents this amounts to \$140. The government does all the landscaping and they do a good job of it. They spend a considerable amount of money landscaping a house when they build it. It means hauling in black dirt and putting up fences, et cetera, but I am only estimating \$1,000 to landscape a lot that probably costs more. They maintain them. They paint the fences; they paint the houses every three years; they keep them up very well. If a window is broken they send a carpenter down to replace it; if the plumbing gets stuck, they send a plumber down to fix it; so I am estimating that the maintenance cost would be about \$100 per year. Their light, water and heat is provided, including sewer and garbage, on a basis of \$250 per year. Probably the actual cost of light, heat, water, sewer and garbage services would be about \$400 a year, so they are subsidizing that to \$150. In other words, gentlemen, it is costing the government \$1,350 a year to maintain this house, and they are charging \$840 a year rent on it. So they are subsidizing that employee to the tune of \$500.

And then, when residents working on other jobs and not employed by the government or government people who are not fortunate enough to live in one of the government houses see this sort of thing, they are a little bit upset. They say, "Why should we, citizens of Canada, subsidize government employees, when all they want to do with us is increase our land rental and put more obstacles in our way to living in this town.

These are some of the things which cause the frustration within the parks. We have no argument or fight with the government if they want to subsidize one of their employees with housing, if they feel it is necessary to maintain that employee and keep him there, but we do not think that it should be done at our expense.

Mr. ORANGE: Mr. Clarke, might it just possibly be that the residents of Jasper, according to the figures that you have given us with respect to their land, are fairly heavily subsidized as well.

I know that almost any person in this room would be happy to rent a fully serviced lot for a period of 42 years and build a home on this piece of land and know that, at the end of this time, he would be recompensed for the value of the house at that time.

Mr. CLARKE: I would argue this point, because in any community in Canada that I know of, and especially western Canada, in the history of the last 25 years, land values have increased tremendously. I bought two lots in the city of Edmonton in 1942 for \$500; I sold one of them a year ago for \$3,000. There is no chance whatsoever of any capital gain on this property on the lot. It is a straight rental deal.

Also you are restricted for what purpose you can use this property. We could run into a situation where the railroad pulled their divisional point out of here and we had an oversupply of housing. We can only rent to people mainly employed. We must sign a declaration with the superintendent to this effect, also stating to whom we are renting this property, before he will allow you to rent it to a tenant.

Mr. ORANGE: I quite agree that there are problems, but I am just suggesting that—

Mr. CLARKE: There are so many restrictions put on it that you would not want to live and buy property there under those restrictions.

Mr. ORANGE: Try me!

Mr. BASFORD: Mr. Chairman, I am not a member of this committee but I would like to ask a few questions, pursuant to the rules, if I may.

Just to go back and fill me in, Mr. Clarke, you are here, speaking on behalf of the Jasper-Edson property owners?

Mr. CLARKE: Jasper Residents' Association. Residents only, not business property.

Mr. BASFORD: What is the size of your association?

Mr. CLARKE: We have 350 members.

Mr. BASFORD: How many residents are there?

Mr. CLARKE: The total population, including men, women and children, is a little less than 3,000.

Mr. BASFORD: Your membership is about 10 per cent of the population?

Mr. CLARKE: Well, you would not classify children as members. They are members of the community but they would not be members of an association. The adult population is probably around 550. Then a great number of the people, of course, are waitresses who work in restaurants, or government employees who drive trucks, and people doing casual labour and who are living in compounds so are not what you might classify as permanent residents. But the total population, including everyone, is about 3,000. There are about 500 property owners and I think there is probably around 400 homes.

Mr. BASFORD: To go back to your earlier evidence with regard to residential property, as I understand the policy now, a resident can renew his leasehold for 42 years and be paid compensation for his improvements at the end of 42 years and, if he is still required to stay in the park, to have a renewal of the lease.

Why should he have a right, if he is not required to stay in the park, to an automatic renewal of that lease?

Mr. CLARKE: If he is not required to stay in the park?

Mr. BASFORD: Yes.

Mr. CLARKE: The exact number of years is not specified but I think an individual who has spent a considerable part of his life in the park, servicing the community or being gainfully employed, is allowed to stay when he retires. He is not allowed to stay if he just wishes to quit his job and retire and live thereafter a year or two, at any age group.

It is not really spelled out completely, but the general policy is unless you are gainfully employed and necessary to the operation of the town sites, you are not allowed to live there. If you have served many years and are retired either by compulsory retirement or wish to retire, then you are allowed to live on. This seems to be the general policy now.

Mr. BASFORD: Well, you argued, and the department seems to agree with you, that these town sites are essential to service the parks and to service the people visiting the parks. So what is wrong with a policy which prevents the town sites becoming filled with people who have no connection with servicing the tourists?

Mr. CLARKE: We are not arguing this point; we agree with this policy—but all they say is that it puts restrictions on the property.

Mr. BASFORD: I am sorry, I gathered that you objected very much to the policy.

Mr. CLARKE: Oh, no. We are just commenting that it imposes restriction and limits. If you want to sell your dwelling and move to Toronto, or Timbucktoo, you are perfectly at liberty to sell it to the highest bidder.



Mr. BASFORD: If, in the first place, you own the property.

Mr. CLARKE: If you own improvements on the property.

Mr. BASFORD: But from what I understand of normal commercial practice and from my own practice of law is that if you are a tenant you have no right to assign the property except on the terms and conditions of the landlord.

Mr. CLARKE: Well, you probably know more about it than I do. But, we cannot buy our property. A certain number of people are required to live in those town sites for the operation of the community, the operation of the railroad, to service the public, and to keep the services required by the government.

They cannot buy property. They can only lease it and then they can build on it, according to the regulations existing at the time they wish to build, and those buildings are of stone. They cannot just put a shack up. They have to comply with the national building code, with which we agree.

So I say that we are restricted, that our lot valuations cannot be compared with other communities because of the restrictions.

Mr. BASFORD: I am not denying that, because you are leasehold. But surely it is not unreasonable to put on restrictions under which the leasehold can be assigned in order to preserve the town sites as servicing areas for the parks.

Mr. CLARKE: I think the whole point is a little bit off. What we are protesting is the \$140 a year land rental being too high because of the restrictions.

Mr. BASFORD: Well, I gathered you were opposing the restrictions.

Mr. CLARKE: No, no. We believe the restrictions are necessary if the department thinks they are necessary for their policy. We cannot argue with his. The only thing we argue is dollars and cents; we think it is too high.

Mr. BASFORD: So I take it you agree with the policy imposing restrictions, and the type of restrictions, on the assignment of the leaseholds.

Mr. CLARKE: We must have, if they are going to operate a park and they want to maintain the policy of not allowing the town sites to get overdrawn. A town site could probably become 100,000 people in 50 years, or 25 years; when you have got a city. This might not be a bad thing, either, but the present policy is that they do not want the town sites to grow; therefore they have to have restrictions. We are not in a position to argue. This policy is made by the people we elect to office. We are not debating the policy, we are just debating the living costs.

Mr. BASFORD: So do I take it that the essence of your complaint, then, is simply the land rental of 6 per cent that you are having to pay?

Mr. CLARKE: You see, the essence of the problem is this: These people have been going along, paying land rental of \$12 per year; many of them bought their properties and built their improvements on this basis. This is coming up for review in 1970 and we are assuming that because they are charging a land rental of \$140 on the new lots on which they have allowed them to build this year, then, in 1970, everyone will be charged a land rental of \$140.



Now, this may be wrong or right, I am not sure, but this is our assumption and we think this is going to impose a housing cost in the town of Jasper which will be much greater than housing costs in other communities in Alberta.

Mr. BASFORD: Well, to go back, I felt I did not get a direct answer. But is the complaint only about the \$140? And are you asking the committee to go to Jasper to examine whether you should be paying \$140 or \$120 or \$160?

Mr. CLARKE: This is a little difficult. We are not asking the committee just to go down for that. We think that, generally, there are many problems concerning business properties on which I am not in a position to speak, today except in general terms. There are many other problems in the park which we want to discuss with the Committee.

For example, gentlemen, we have a trans-Canada highway and the second trans-Canada highway is going to be opened we think, about a year from this fall. There is not one more bit of construction started on accommodation.

Mr. Laing announced on the west coast that he had a letter from a motel site for some chap to start in 1958 and finish in 1960. Another man has a tender which was supposed to start in April but he has not been able to start. I do not know why he has not been able to start. But there is not anything under construction today. God knows what is going to happen to us when we have a trans-Continental highway and increased traffic through there. But these people should be encouraged. They are scared, they are backing away from it. I talked yesterday to a man from Calgary who owns the "Skylight" there and he said, "I would not put five cents into a piece of commercial property in any national park for any reason under existing regulations."

So, generally, these are the types of things that we want you to come to the western parks to examine—the over-all needs, not just the lot rental of \$140 a year for some citizen. We realize that your time is much more important than that. This could be decided probably by a committee meeting.

But the over-all needs of the parks, the over-all requirements of the parks, the over-all use of the parks must be considered because we think you are going to be implementing new legislation. Your Minister must take his direction from the Committees; Mr. Coleman must take his direction from the Minister and we want you people to come to the parks and see for yourselves what is needed out there.

Mr. BASFORD: That goes back to the leaseholds problem rather than to the development problem.

Mr. CLARKE: All problems pertaining to the parks.

Mr. BASFORD: But, to go back to the leaseholds problem, and the people on behalf of whom you are speaking, mainly the residents; I take it you agree with the department's town site policy, and the department seems to agree with you. You seem to agree with the conditions on assignment, which you had previously described as "blackmail", but which you now say are necessary. And therefore on behalf of the residents, you are simply complaining about the rates.

Mr. CLARKE: Well, I only implemented this "blackmail" type of thing because this is what our legal counsel tells us is happening. These leases were

issued in perpetuity and were automatically transferred from owner to owner and all of a sudden more people who were no longer transferring leases, held on.

When improvements came to hand the present owner surrenders his lease and a new lease is issued for 42 years non-renewable.

● (10.45 a.m.)

Mr. BASFORD: To conform with the town site policy with which you have agreed.

Mr. CLARKE: We are not arguing too much about this, but we want these things spelled out so that five years from now, we will not be faced with a new set of regulations that could say that the fair market value was going to be washed out and that all these leases were going to be terminated. These people put their life savings into their homes; they want protection; they are scared. They do not understand. Personally, I am not scared; I am building a new building in Jasper next fall. Personally, I think that I will always get pretty fair treatment from the Government of Canada. But they are scared.

A retired warden, who has lived in Jasper for 40 years, last week up and sold his house and moved to a little town in Vermont. He said, "I cannot pay \$280 a year lot rental". He has two lots. He said, "I could not afford to live. I am a retired warden; my income is only so much. I am selling out. I am getting out". These people are scared. To use their term, they say, "Laing is going to take our homes."

If we could have it spelled out as we requested him and were assured that that this would be it and that there would not be a lot more regulations and clauses written into leases that were not discussed beforehand and if we had to read all the small fine print, then I think it would help things a great deal.

Mr. BASFORD: Well then, I take it that you agree with the residential leasehold policy because you are familiar with it and your evidence here this morning is that you agree with it, except for the rates, possibly, and that the problem is that the residents simply need to know where they stand.

Mr. CLARKE: Our letter to Mr. Laing of March 18, 1966, states:

The complete lack of any effective guarantee that so many drastic changes in policy and administration of policies may not be effected at any time in the future.

This is fairly important to these people. There is an equal lack of consultation.

Mr. LIND: Mr. Chairman, but these policies were changed in 1960 and you, Mr. Clarke, had a letter or an agreement to last from 1960 to 1970 saying there would be no changes in this rate.

Now it has been always my understanding that one government cannot bind a future government and we cannot guarantee, today, that the government five years from now will not make changes.

Mr. CLARKE: Well, this is what is causing the frustration.

Mr. LIND: Well do not think that we do not have frustrations in other areas. I was annexed in an area and my taxes were \$285 a year and in five years they were \$1,005.

The CHAIRMAN: Senator Cameron wishes to ask a question and say a few words before he leaves.

Senator CAMERON: Mr. Chairman, I am not a member of the Committee either, but I am very much interested and I happen to be President of the Banff Resident's Association.

I would like to second Mr. Clarke's invitation to the committee to visit the parks. It is not a question of people not being sympathetic towards the problems of the administration. The parks, with the town sites, are a very difficult area to look after, particularly in view of the tremendous expansion of the tourist trade. The main concern, I think, is that the people out there feel that there has been very poor communication over the past number of years. For example, I have a letter in my file here from the Minister, dated May 12th last year, saying that no compensation would be paid on the termination of the lease.

Now, everybody is happy to know the Minister has changed that statement. But there are other statements of this kind. So I say one of the factors has been poor communication.

The other is I am sure the people are in sympathy with 80 per cent of the points in the parks policy. They do not want the parks made into a Coney Island. They are proud of the parks; they want to maintain the standards of construction and layout and make them as attractive as possible. I think the people have the feeling, and I certainly feel this way, that much of the parks controversy and problem could be solved by a system of zoning of the parks into wilderness areas, semi-wilderness areas and a recreation and tourist development area, which would not require very much land.

For that reason I would like to second the invitation to come out there and have the Committee meet the members of the town sites and get their feeling. That is all I propose to say now, but it is much more than just a matter of the leasehold policy on residences. This has been modified very greatly in the last year, much to the satisfaction of the leaseholders. The fact that the compensation will be paid is a big step forward, the fact that there are limitations regarding to whom the properties can be transferred does have the effect of depreciating the value of any property in the parks and there is all kinds of evidence to this effect.

But the national parks are a great national resource, the people are proud of them and the people who live there want to develop them in keeping with the aims and the needs of the people of Canada. This is a very big problem and I think it can be solved by sitting down and working out a proper system of zoning and giving the security, both for residents and commercial enterprises, that is needed to assure investment in these town sites.

The housing situation, so far as summer staff is concerned, is very, very serious right now and this affects the tourist trade. I think you people should see for yourselves; not just take the word of some of us who may be prejudiced.



Thank you very much and I hope you will agree to come.

The CHAIRMAN: Thank you, Senator.

Mr. Simpson, will you proceed?

Mr. SIMPSON: Mr. Chairman, I must apologize for changing the subject just briefly for half a minute, because I must leave.

For the record, I would like to make a correction in a statement I made to the committee, I believe at our fifth Committee meeting. When I mentioned an aircraft downed at Baker Lake, I should have said Rankin Inlet. I want that to go on the record as a correction.

The CHAIRMAN: Thank you Mr. Simpson.

Mr. DINSDALE: Mr. Chairman, to pursue the questions on which I was launched a short time ago, reference has been made to the Order in Council in 1960 as establishing this policy.

I was associated with that order in council and I think there has been a slight misinterpretation. The order in council of 1960 ended the non-renewable lease feature, which was the difficulty that had been created in 1958. It was a 42 year lease, as I recall, renewable for an addition of 20, and the reason for the change was because of the protests that Mr. Clarke made here this morning.

The essence of the problem—as Mr. Clarke indicated, and, I was in Jasper on two occasions to try to get a first hand grasp of what the difficulties are—a minister depends on reports coming across the desk and it is quite impossible to grasp a situation until you see it on the ground.

After listening to the complaints, similar to those we have had this morning, we ended the abrupt non-renewable lease feature because it was certainly illegal. It was changing the rules in the middle of the game and it seems that this has now been reimposed and that the leases are 42 non-renewable. This, it seems to me, is the essence, so far as leases are concerned, of the problem. Is that correct, Mr. Clarke?

Mr. CLARKE: Well, partly. Mr. Laing's over-all policy statement states, in effect, that there shall be no advantage or disadvantage, monetary or otherwise, to residents required to live in national parks because of their occupation and this is the main crux of the matter. If we have no advantage or disadvantage, we would be quite happy.

We think at the present time we are at a disadvantage if our land rental is increased and we cannot control the use of it.

Mr. ORANGE: Excuse me, what do you mean by the control of the use of our land?

Mr. CLARKE: Rent to whom we please.

Mr. ORANGE: Rent to whom you please?

Mr. CLARKE: Yes.

Mr. ORANGE: I would agree that you should be able to do that.

Mr. CLARKE: I know, but therefore, to have a lower cost than another community, basing a service lot at X number of dollars, it must be remembered



that the department own this lot, they own the services, they put them in, they evaluate their lot at X number of dollars and they assess land rental. Their policy is to assess land rental, now, at 6 per cent of that dollar. Do you follow me? Because the builder does not put out any of his own cash to purchase the lot.

Mr. KINDT: May I ask, at that point, do you base it on 6 per cent of your capital cost or do you base it on a comparison of what you are charging in relation to another community? Now, you brought out both those points.

Mr. CLARKE: They had independent assessors come into the area and assess the lots.

Mr. KINDT: As an assessor what criteria does he use?

Mr. CLARKE: This we do not know because we were unable to talk to him. He did not discuss it with us.

Mr. KINDT: Oh, well that is not fair.

Mr. CLARKE: He was supposed to, but he did not talk to any organization in Canada.

Mr. KINDT: And you do not know what method?

Mr. CLARKE: From what I can find out, though, it is not too far out of line with other communities; the town of Hinton, and so on.

Mr. KINDT: That is no good. That kind of a statement is no good unless you can put your finger on it and pinpoint the technique that that man used in appraising it.

Mr. CLARKE: Mr. Chairman, the officials might answer your question, I do not know.

The CHAIRMAN: Mr. Groos and then Mr. Orange.

Mr. DINSDALE: I was pursuing some questions here. Is this supplementary?

The CHAIRMAN: Mr. Orange.

Mr. ORANGE: I want to say it is a wonder if the departmental officials would answer Dr. Kindt's question because I am sure they made the arrangements.

Mr. MACDONALD: They were, as Mr. Clarke stated, independent professional real estate appraisers who were asked to come in, look at the lots and take into account the restrictions, the qualities and the differentiations between lots, in their professional judgment, estimate the value and recommend a rate to be set for these lots.

Mr. RYAN: I wonder if the officer of the crown could give us the relationship between the assessed value and the present market value, with particular respect to the illustration that was given by Mr. Clarke. Would the assessment of \$5,220 be tripled to arrive at approximately the present market value?

Mr. MACDONALD: I think all members who are familiar with municipal assessment practice know that it is very difficult to generalize about the

relationship of assessed value to market value. You have to know what the customs are. For example, in Ottawa, you might well triple an assessed value, and even more, to arrive at what might be called the market value.

But we would also agree with Mr. Clarke that arriving at market value in a national park is a difficult thing. They are extremely attractive lots, from many points of view, but it is also true that they have certain limitations regarding transferability.

On the other hand, there is no question whatsoever that the costs of servicing and establishing a lot in a national park are just as high or higher than anywhere else. So that, on the lower end of the scale you have the physical costs which, for a service lot today, exceeds several thousand dollars per lot to service. Whether or not they were serviced a long time ago, they have to be reserviced, re-established and kept up.

So we asked the independent appraisers to come in and endeavour, in their best judgment, to take into account the limitations that are involved in a national park lot, and their advantages as well, and try to give us their lowest evaluation of what they thought that was worth.

Mr. RYAN: In fact, Mr. Chairman, Mr. Clarke might be in a position to give the Committee an idea of what the present market value would be of this house for which he gave us the assessment.

Mr. CLARKE: Well, in Jasper, as in all Alberta communities, the provincial government assesses, for school tax and other tax purposes, all properties every five years. This lot is taxed for school purposes at \$750; the total assessment is \$5,200, so the house assessment is \$4,470 and in round figures \$4,500. The house was purchased two years ago for \$11,000. The property market value of the house today would probably be around \$13,000. Replacement cost would probably be closer to \$14,000.

Mr. ORANGE: Still a supplementary question. Mr. Clarke, do people building new homes in the park have any problem with C.M.A.C. mortgages?

Mr. CLARKE: Yes and no.

Mr. ORANGE: Depending on their own credit rating?

Mr. CLARKE: A great deal depending on their credit rating.

Mr. DINSDALE: Mr. Chairman, Senator Cameron has indicated his support for this zoning policy, which I have also been enthusiastically advocating, and perhaps Mr. Clarke is aware that a very significant editorial appeared in a recent issue of the Journal published by the provincial and federal parks association. I am going to read an excerpt from that, which I think expresses almost the same thoughts as Senator Cameron expressed this morning and which I have expressed from time to time. And here it is:

Would it not be better to broaden classification of the land within the national parks system to allow for the establishment of a new class, national recreation reserves? This new classification might be applied not only to certain existing parks but also to those areas within Banff and Jasper parks at present zoned for development, including the town sites.

Such recreation reserves could then be developed for recreation purposes without a policy but within the context of their significance to the nation as outstanding examples of the Canadian scene.

Now, I would feel that the editorial is a major statement on this policy and coming appearing in the journal of the association dedicated to the preservation of the wilderness concept, and recognizing the peculiarities of the mountain parks I think it is a good basis for discussion.

Now, with reference to the town site, do you have an advisory council at Jasper?

Mr. CLARKE: No.

Mr. DINSDALE: You do not have an elected council?

Mr. CLARKE: We have our Jasper Residents' Association.

Mr. DINSDALE: Which is non-elected?

Mr. CLARKE: Yes, it is elected.

Mr. DINSDALE: It is elected.

Mr. CLARKE: Well, it is an association which is elected by a show of hands method; not in the normal sense of an ordinary election. But it is like any other organization; they elect their executive of 15.

Mr. DINSDALE: But it is not by popular vote of the community residents.

Mr. CLARKE: We also have a school board and we are also aware that the new legislation of the provincial government is giving the school board, in effect, a greater scope in that we think that possibly in the near future that the school board will be able to take and play the part of a town council.

Their avenue of authority has been extended a great deal. They now can tax, they now are in a position to get more provincial government grants for recreational purposes, et cetera. We were eliminated from much of this, because we did not know what we were. We were citizens of Canada, we were residents in Alberta, but still we came under national parks. So we were eliminated from a great number of activities and monies available to other communities from the provincial government, because we were part of them and yet we were not part of them. We have always been kind of an in between sort of citizen. We were kind of second rate.

Mr. DINSDALE: You would hope Mr. Clarke, then, to strengthen the role of these elected bodies in handling the affairs of the town sites.

Mr. CLARKE: What I think will happen—now, I should not say “we” because, in talking to Mr. Vandyke, who is chairman of the school board, I find this legislation came down only about six weeks ago and has not yet been clearly interpreted by us—is that if the citizens of Jasper wish it, the school board now comprised of seven elected people can be increased to about 15. This body will then become representative of the citizens of the town and will, in effect, be closer to resembling a town council than they are now, and it will take over. Therefore our association could be eliminated and the school board enlarged,



which would make it, in effect, more like a town council. They would then handle all the affairs pertaining to the problems arising out of the residences.

Mr. DINSDALE: Mr. Chairman, I wonder if Mr. Clarke would agree with the recommendations of the Overlander report, I guess, to the effect that a town manager be appointed in these town sites of Banff and Jasper to give closer communication with the needs of the local people. Has this ever been considered in your local elected bodies?

Mr. CLARKE: Well, of course, the question has come up that if we should be faced with running our own town site, pertaining to street maintenance and policing, I think we would be prepared to do it. At least we would control it. Now, we do not know.

You see, the situation exists that the superintendent or the department tells us it costs X number of dollars to run this town. We do not know, but we live there. We realize he has a problem. He has to keep a certain amount of equipment around for summer operation he has to keep a lot of personnel available, he cannot just pick up a head gardener or a new foreman every spring; he has to keep them around. So lots of times we see many men and much equipment doing a little bit of work in the off seasons.

Now, if this is charged against the operation of our town site we are not too happy. But we do not know, as we have no access to his records. We do not know how much money is spent on snow removal, only what he tells us. We do not know, we have no control.

Mr. ORANGE: Surely this information is available?

Mr. CLARKE: If we want a sidewalk built in front of our house we cannot have it. I have not got one in front of my house. There are no sidewalks in front of 20 per cent of the houses in Jasper—twenty per cent of the streets are not hard surfaced. There are no boulevards, no sidewalks, no curbs. This is the situation which has existed for 20 years. We have no control.

Mr. BASFORD: I have driven on some of the streets; I agree.

Mr. DINSDALE: I think Mr. Chairman, this outlines the problems of communication we keep referring to that have dogged the footsteps of the people living in these permanent town sites, and I would concur that it would be very useful if we could meet face to face with these local people so that we have a clearer understanding of the difficulties.

Mr. KINDT: Is it your thought that the standard school board would have a legal status? They would have to have in order to levy taxes and all that sort of thing.

Mr. CLARKE: This is what the legislation introduced in the provincial session did—it gave them legal status. Prior to this legislation, there was no body which could collect any taxes. The reason the advisory council in Jasper fell flat on its face is because they would not go out and ask for voluntary subscriptions; they could not even collect the dollar per head for tax for mailing. Because of the necessity arising out of new regulations, our organization is a voluntary one, financed on voluntary subscriptions. But, from what I have been told, I think the school board could run a town the same as a town council and could control all its activities.



You see, gentlemen, the crux of the situation is that we bleed; we have been taxed to the extent of other communities and we are not enjoying the advantage of controlling our own affairs like other communities. We are restricted regarding who will live in our homes; we agree with this restriction. We do not have any control over town improvements or over town maintenance. Therefore, if this situation exists, we do not think we should be charged land rental which would increase our taxes to the point where we would be paying as much if not more, than other communities, and still be restricted the way we are.

We recommend that the assessment of the land rental on these lots be considered very seriously, and we think \$140 is much too high; we also think maybe \$12 is much too low. We would like you to come and see for yourselves and sit down with other people, rather than having just one man's opinion, and go over all the problems pertaining to the park. This is only one part of it.

Mr. HADASZ: Mr. Chairman, would Mr. Clarke be kind enough to tell us how many rented lots there are in the Jasper town site?

Mr. CLARKE: All lots are rented.

Mr. HADASZ: How many? What is the total number?

Mr. CLARKE: Maybe 700; I do not know.

Mr. HADASZ: Business and residents?

Mr. CLARKE: Yes.

Mr. RYAN: None of the leases are uniform at all, is this what the situation is?

Mr. CLARKE: Well, I think one of the things the department is endeavouring to do is to make all the leases uniform.

Mr. RYAN: Then, this is the whole crux of the problem apparently.

Mr. HADASZ: Could you tell us the total number of lots that are rented in the Jasper town site?

The CHAIRMAN: Mr. MacDonald.

Mr. MACDONALD: Yes, Mr. Chairman. We have 473 leases, which presumably correspond to lots, for residential purposes; and 59 seasonal. These are summer cottages, not in the townsite but in the park; and 106 commercial leases; 30 odd for institutional purposes—churches and schools and nominal sites.

Mr. HADASZ: How many of these lots are rented for \$140?

Mr. MACDONALD: Approximately ten.

Mr. HADASZ: Only ten?

Mr. MACDONALD: I am told the figure is now up to 20.

Mr. HADASZ: In other words, out of about 473 residential leases, only 20 are paying \$140 a year rental. Is that correct?

Mr. MACDONALD: That is correct, sir.

Mr. HADASZ: That is a very small number in comparison with the number of residential lots in the Jasper town site. Twenty out of 473 that are paying \$140 a year rental.

Mr. CLARKE: I would like to point out that of these 20 lots, the improver did not pay anything to the department for the lots. I built a house for one of my employees, a store manager, two years ago and I paid the department \$2,600 in cash for what they call two lots but it is approximately a lot and a half. For this lot I am speaking of here, they paid the government \$550 as an upset price. There were no lots available to me and these were the only two, and there were several bidders, so I bid and probably bid too high. But actually, odd cash out of pocket was \$2,600. Cash out of pocket on this particular lot was \$550; so that every lot is different.

Mr. ORANGE: I am a little confused on this, right at the moment. You say you bought a lot and a half a couple of years ago for \$2,600. Are you still paying rent of \$140 a month?

Mr. CLARKE: No, no. Twelve dollars a year per lot; \$24 per year. But they are going to be re-assessed in 1970 and we are assuming that all lots are going to come to \$140. We are assuming this; we do not know. Nobody has told us whether they will or they will not; all they say is they are going to be revalued in 1970 and our land rental is going to be reassessed in 1970.

Mr. HADASZ: When did the \$140 rental come into effect?

Mr. CLARKE: Last summer, about a year ago.

Mr. HADASZ: About a year ago.

Mr. CLARKE: This seems to be a new policy; we do not know.

Mr. KINDT: Is your statement exactly true? I am just asking information. You did not buy the lot, you leased it.

● (11.15 a.m.)

Mr. CLARKE: Yes, but I paid the department \$2,600 for the right to use that lot.

Mr. KINDT: Right, well in other words, it was a lease arrangement. The department does not sell any lot.

Mr. CLARKE: No. They still own the land.

Mr. KINDT: They what?

Mr. CLARKE: The department still owns the land. I have only the right to use it for 42 years.

Mr. KINDT: Yes, you did not buy it; it is a lease arrangement.

Mr. CLARKE: No, but I purchased the lease.

Mr. KINDT: Yes.

Mr. CLARKE: Or purchased the rights.

The CHAIRMAN: Mr. Basford, did you have a question?

Mr. BASFORD: I just wanted to go back to some remarks Mr. Clarke made about subsidization of employees' housing. Surely, this is the policy of an

enlightened employer, is it not, to provide housing for his employees? An employer is hardly able to require people to come into an isolated community and not provide him with housing.

Mr. CLARKE: I suggest, then, you talk to the CNR. Fifty per cent of our community is made up of CNR employees who work on union scale and wages. There are sectionmen, repairmen, carmen, freight handlers, express handlers et cetera. The pipe line people that own eight or ten houses subsidize their employees; the government subsidize their employees; I subsidize my employees; many of the businessmen do. But over 50 per cent of our community are railroad employees and the government only subsidizes their employees to the extent of 14 or 15 families. I do not know, but they must have 100 employees in there. They do not subsidize them all; just some.

Mr. BASFORD: Well, I am not prepared to concede that CNR is an enlightened employer.

Mr. CLARKE: Well I know, but you can realize the difficulties, gentlemen, if some part of the community is going to be subsidized, by you, as the government of Canada, that makes for ill feeling on the part of those who are not getting the subsidy.

Mr. BASFORD: But your own employee is subsidized.

Mr. CLARKE: I have to, else I would not keep him.

Mr. BASFORD: Then surely, to some extent, this is true for the parks department.

Mr. CLARKE: Possibly. I am not complaining about it, I am just stating a fact—they do.

Mr. BASFORD: Oh well, I took it you were complaining about it.

Mr. CLARKE: No, no. I am just asking you to take this into consideration when the department starts to assess land rentals.

Mr. BASFORD: But surely that has nothing to do with the assessment of land rents?

Mr. CLARKE: It certainly does.

Mr. BASFORD: Subsidization is paid out of general revenues of the Government of Canada.

Mr. CLARKE: Land rental is affecting the housing costs to each resident each family, each home, and the housing costs, at the present time, exceed, in most cases, 25 per cent of their gross incomes. Each additional burden that is put on at the rate of a few dollars on land rental by the department, does put an additional housing cost on these individuals.

Mr. BASFORD: And lowers their standards.

Mr. CLARKE: It cannot lower their standards too much. They enjoy a fair standard of living.

Mr. BASFORD: Which it surely is the obligation of the department to provide to its employees.

Mr. CLARKE: A fair standard of living?

Mr. BASFORD: Yes.

Mr. CLARKE: But why at the expense of a few people who are not fortunate enough to be in a position to be subsidized?

Mr. BASFORD: Simply because this is an obligation of government, whether you like it or not.

Mr. CLARKE: I am not prepared to argue on that.

Mr. BASFORD: As a taxpayer, I am prepared to accept that obligation.

Mr. CLARKE: And we are prepared to grant it to you, too. You can give them houses free, we could not care less. But do not charge us for it.

Mr. BASFORD: On that point, Mr. Chairman, I do not follow how you are charged for it. Possibly Mr. MacDonald can answer that.

Mr. DINSDALE: Could I have a supplementary at this point? I think this is the nub of the matter—as a taxpayer you are given a voice in what happens. In the national parks townsites, it is taxation without representation. I think this is the nub of the problem and I would hope that Mr. Clarke will take the message back to the members of his advisory council or his residents' council that they might endeavour to have local autonomy in certain specified areas. Because of the peculiar nature of town sites in national parks, they cannot have complete representation, but it seems to me, Mr. Chairman, that if they had some representation in critical areas, a lot of these problems would be resolved.

Perhaps Mr. Clarke would answer this question. Has there been any improvement in communication with the national parks department since the centralization of administration?

Mr. CLARKE: None whatever to speak of. It is still taking over a year to get an ordinary lease transferred from one house owner to another.

Mr. DINSDALE: Cannot you clear anything directly with Calgary?

Mr. CLARKE: Calgary does not seem to have anything to do. So far as we are concerned, we do not know what Calgary is doing. We have no communication whatsoever with Calgary.

Mr. BASFORD: I hardly see that these are supplementary questions, Mr. Chairman. I would like to go back to the \$140 that has been established by independent appraisers. How would you suggest it should be assessed?

Mr. CLARKE: I think that all problems and also the over-all living costs, should be taken into consideration, or you are going to be faced with building more houses for more employees with more subsidization for your employees. I am a businessman and I am a businessman. I have to buy another house as fall from somebody, just to keep housing. At the present time, I have five employees—University students—in my own house, in order to get them for summer work. We cannot find a place for them to live and, if they could find it, it would cost them a great deal of money.



The over-all living and housing costs for the citizens of Jasper, in comparison with other Alberta communities has to be considered and, if it exceeds other Alberta communities, then the land rental, which is controlled by government, must be lowered.

Mr. BASFORD: Surely professional appraisers, if they are worth their salt, do exactly what you have suggested and take into consideration all of the factors.

Mr. CLARKE: To use Mr. Ryan's statement, this is assessing private dwelling lots at \$2,400, serviced with water and sewer and providing garbage collection. It is really not too high an appraisal, it is probably fairly well in line with communities of 3,000 people, depending on the economy of that community and the assessability of lots.

One can be bought in Edson, a town 100 miles away, for \$600, and then they pay for the services over 20 years. In the town of Hinton, which is 50 miles away, they are \$2,800 fully paid, if you wish curb, sidewalks, sewers, storm sewers, frontage, boulevards, and water services. If you wish to buy it outright you can buy it for about \$2,600. So their appraisal is not too bad.

Mr. BASFORD: The appraisal of \$2,400?

Mr. CLARKE: I think it is reasonable.

Mr. BASFORD: Well, I took it, you were objecting to the work of the independent appraisers.

Mr. CLARKE: I am objecting to the landlord charging 6 per cent of the appraised price as an annual land rental when the lessee has limited control over the use of that land.

Mr. BASFORD: I see. Well, that is very clear to me now. I thought you were objecting to the work and the report of the independent appraisers, but you now seem to agree with that.

Mr. CLARKE: Well, it is either that the 6 per cent is too high or the \$2,400 is too high, I am not too sure. I do not know just what it is.

Mr. BASFORD: I think most taxpayers agree it is all too high, but I would like to know which is too high, the \$2,400 or the 6 per cent?

Mr. CLARKE: Well, let me put it this way; I think both of them are too high.

Mr. BASFORD: But you agreed, a moment ago, that it seemed like a fairly fair appraisal.

Mr. CLARKE: It would be a fair appraisal in a community of similar size without restrictions. Let me put it this way: if you want to buy a serviced building lot in another community of 3,000 people, you would probably pay in the neighbourhood of the same amount of money as the appraisals put on it here. Some communities a little less, some probably a few hundred dollars more but, give and take 15 or 20 per cent, anyone could buy a similar type lot in another community for approximately the same number of dollars as this appraisal, without restrictions.

Mr. BASFORD: So the independent appraisers have not done a very qualified job of appraising.

Mr. CLARKE: We do not think so. They did not talk to us; we do not think they took into account the restrictions, and we do not think they took into account the fact that we already pay school tax on this land.

For your general information, all communities in Alberta pay equalized school assessments. Up until two years ago, in Jasper we were paying about 21 mills. I think Lake Louise was paying three mills for schools, Banff was about 24 mills. We are now all paying 33 mills. This is the Alberta government system. We objected to this too, but we did not get anywhere. But this has been an increased housing cost. The community of Jasper is supplementing some other community because on the assessment in the area, the operating costs of our schools are about 22 mills.

Mr. BASFORD: But that is an area over which the federal government has no jurisdiction.

Mr. CLARKE: That is right. We are not debating this, but this is a fact. This is why the school tax on this particular property is \$172.

Sometimes Mr. Laing's department, or he himself, makes a statement that he people of a given community—I think such a statement was made in Jasper—only paid for 30 per cent of their services and the general public think, well, what are these people squawking about? Here they are getting their taxes for one third of what we pay when, today, a house of this size located in Edmonton, Calgary, or practically any other community, in Alberta, would be paying just about the same amount of total taxes that these people are paying now. There is very little difference. So if you add another \$128 per year onto their housing costs, it makes it pretty high.

Granted, they do not have to put up any money for the lots, but they never own the lots, they never get a chance. Twenty years from now a lot may be worth \$10,000—who knows?

Mr. BASFORD: Mr. Clarke, I take it that, in essence, you are saying to us that you are not like other municipalities in Jasper. You have no court of revision. You want this committee to come and view the situation there and act in a somewhat analogous way, if possible, to a court of revision.

Mr. CLARKE: This is correct. Also, on all aspects, including the effect the increased traffic is going to have on our future development. We think the traffic through Jasper, will triple in three years.

Mr. BASFORD: Now, I want to add another feature and that is in connection with the leases. We have been talking about leases in perpetuity and, as far as I can gather, we should probably more precisely be talking about leases that are renewable in perpetuity. In other words, we have long leases here, say a 10-year lease renewable for another 21 years, with an inclusion of a clause for a further renewal on the same terms, which would give another 21 years, and so on, in perpetuity.

Now, I believe that is the case and possibly I should address my next question to the officers of the crown. I would like to know what the length of the longest combined existing lease, plus its first term of renewal would be?

Mr. MACDONALD: Assuming it is a lease written in recent years, that would be approximately somewhere between 55 and 61 years.

Mr. BASFORD: That would be the combined term?

Mr. MACDONALD: Yes, right. And of course, under the present policy, assuming no change of ownership or use of that lot, on the expiry of that period another 42 years would be granted.

Mr. BASFORD: And what is your longest term?

Mr. MACDONALD: The longest term in new leases?

Mr. BASFORD: No, of all leases. You have just given me the recent term.

Mr. MACDONALD: By this definition, sir, they could not exceed 63 years, because it would be a combination of 42 plus 21.

Mr. BASFORD: Supposing you had a lease made in 1900 for 99 years?

Mr. MACDONALD: There were none, sir.

Mr. BASFORD: Fine. Thank you very much.

Mr. DINSDALE: In some parks there were, were there not?

Mr. MACDONALD: Well, I will have to check that out, Mr. Dinsdale.

Mr. CLARKE: I believe there is a 99 year lease on the golf course of the Banff Springs Hotel. I believe that is the only one.

Mr. MACDONALD: You heard the answer. There is one at the Banff Springs Hotel—a 99 year lease.

Mr. DINSDALE: Thank you very much. And Riding Mountain National Park?—are these 99 year leases?

Mr. MACDONALD: Golf course only.

The CHAIRMAN: Are there any further questions anyone wishes to ask? Mr. Southam?

Mr. SOUTHAM: Thank you. I approve of what Mr. Ryan has said here. It seems, from listening to this discussion and to the problems Mr. Clarke has presented here this morning, that apparently there is a lack of communication between our administration here and the people living within the parks. I go along with the suggestion made by Mr. Dinsdale, Mr. Cameron and others, and which was brought to our attention, that it would be opportune for this committee to go out there and see the problem at first hand.

I would like to ask Mr. Clarke this: you mentioned a while ago there was a possibility of a school board, consisting possibly of 15 members, being elected. Did you suggest on an autonomous basis, such as a normal school board outside the park site itself?

Mr. CLARKE: Well, I can probably answer this in two phases. The school board, as it exists today, has limited powers. It can only collect taxes for educational purposes. It is very limited on what it can do. It is a board of seven individuals, elected by the community and, in turn, elects its Chairman. This excludes them from quite a number of municipal grants available from the

provincial government. So a new legislation to increase their powers was introduced. For example, presently, as I understand it, if the school board is so elected, they could pay for one of their members to come to Ottawa concerning lease or other problems which might arise. They could hire and fire secretaries. Prior to this, they could not, because they only dealt with education. Their avenue of authority has been broadened a great deal.

Now, whether we wish to avail ourselves of this power the school board now has, and to what extent, is up to us. But the school board has a great deal more authority than they had in the past and, of course, they also are now eligible for more of the municipal grants issued by the provincial government.

They could, in effect, using the words of Mr. VanDyke, the chairman, become a town council and enter into municipal affairs.

Mr. SOUTHAM: What I have in mind here is to develop a better state of contentment and liaison in your various park areas such as you point out is needed. In other words, arriving closer to a point of self determination for the people living within a park site.

I was thinking that if you set up the school boards to be a little more autonomous than they have been—and you seem to go along with this idea—could you envisage them as representative legal bodies in your park sites, which could act as liaison committees to help advise government officials who come here periodically?

In other words, I feel that they would have more responsibility and would bear more weight with our departmental officials here and that we, as legislators, could be more influenced concerning what would be in the best interests of these areas. This would, I think, create more of a sense of contentment among the people in these areas. Could you envisage this, from an increase in the autonomy of these school boards?

Mr. CLARKE: I think that the school board will eventually and possibly within a year, be the voice of the town. They will represent the citizens of the community in all phases of their activities, apart from what the Chamber of Commerce thinks is their area.

Mr. SOUTHAM: I am speaking from the experience I, myself, had at the municipal level over a number of years and I find that where discord or argument comes up, on taxation, if you have your set court of revision, people can come into this body and air their views. In turn you people can explain the needs and there is more liaison, more understanding. I think the same thing could then be passed on, between your board to the officials of the crown and these members. Now this is not so much a matter of the question, but it is the time to make some resolution or understanding that would resolve this problem.

Mr. CLARKE: The way I have advocated for many, many years—ten that I know of—is some type of partial self government within our town sites. So far, we have not got anywhere.

Mr. KINDT: If the functions of the school board were broadened, would you still retain the name "school board" or would there be some other name given to it? Would it be legal, under the Provincial Act, to give it any other name?



Mr. CLARKE: This, I would not know.

Mr. BASFORD: A supplementary question, Mr. Chairman. Is this legislation peculiar to the Jasper school board, or is this general legislation for the province of Alberta?

Mr. CLARKE: This legislation was introduced in the House so that Jasper, Banff and Waterton, which are still communities in Alberta, would be given the same opportunities to participate in funds and administer funds and grants that are available from the provincial government, which they could not get before because of their limited activities. This is the purpose of it. There was a special amendment to the school act for school boards to cover Jasper, Banff and Waterton Lakes, because these are the only communities affected.

Mr. BASFORD: When I asked whether it was general, does it give these school boards more powers than other school boards in Alberta?

Mr. CLARKE: They already have them; we were restricted.

Mr. BASFORD: This brings the Jasper school board up to the level of all the other school boards?

Mr. CLARKE: Correct.

Mr. BASFORD: It does not put them above them?

Mr. CLARKE: No.

Mr. ORANGE: First of all, Mr. Chairman, I think this is the last I will probably have to say. I just want to say that I appreciate the frankness with which Mr. Clarke has answered all these rather direct questions which have been put to him today. I think he has been very helpful to us.

I must confess that I am not really that much the wiser, regarding many of the problems which exist with respect to the parks, particularly the leases.

I have a couple of questions however. Does anyone know the total private capital investment, say, in Jasper National Park, in motels, shops, ski lifts, if there are such?

Mr. CLARKE: The assessment, I think, is around \$7 million.

Mr. ORANGE: No, but the investment?

Mr. CLARKE: It would probably be three times that.

Mr. ORANGE: Does this include all your major hotels and motels, your railroad terminals, division points and your housing? However, if you have not got that answer, I do not think it is too important at this stage. I would like to find that out. I would also like to know what is the total federal government investment in Jasper and I would like to see it extended, possibly to Banff.

This business of the lack of communication, which you have brought up is one, I think, of serious concern both to government and to the people living in the parks. I am a little concerned by the statement you made that it takes sometimes a year to negotiate a transfer of lease in Jasper. I wonder if this is the exception to the rule or is it the rule?

I have heard stories, for example, where a person wishing to change or add a second bay to his garage cannot obtain authority from the park superintendent, but that this authority must come from Ottawa. Again, is this the exception to the rule or is it the rule?

We have heard a lot of allegations with regard to the lack of communication and the lack of authority on the part of the parks superintendent, or, in turn his superiors in Calgary. I am just wondering how serious is this problem or whether these are the kind of things that are thrown into the air to create a little dust in order to hide the real facts?

Mr. CLARKE: Well, I think probably on the small items. Speaking only from personal experience, I built a garage on one property about six months ago and the local superintendent gave us authority to build it. I think the situation concerning the small things is gradually changing. In these areas, the local superintendent has been given more authority.

With regard to transferring of leases, I do not know why it is taking a year, but it is.

Mr. ORANGE: In every case?

Mr. CLARKE: Possibly not in every case, it may be six months in other cases. But it does impose hardships on some people who are selling their improvements because, for job reasons, they have to move and their funds are held in escrow in some lawyer's office for six, eight or nine months. It makes it very difficult for them to get funds to relocate or to buy another home, when things are held up for a long time.

Mr. ORANGE: So you say this is the rule rather than the exception to the rule?

Mr. CLARKE: This is the rule, as it takes anywhere from six months to a year.

Mr. ORANGE: Do the people in Jasper or in the parks have any concrete suggestions to make whereby this arrangement could be improved?

Mr. CLARKE: Well, the parks department hire a superintendent and they also hire a registrar in each park. There is no reason in the world why transactions, such as those involving one home owner to another home owner, could not be handled right there. Personally, I do not know why they have to come to Ottawa. Maybe there is some reason for it, I do not know. But they go back and forth, and it seems to take months and months to get them cleaned up and out of the way.

Mr. ORANGE: I gather, that, in your opinion, the land agent, or whoever is responsible in the parks, is just acting as a post office.

Mr. CLARKE: Well, he goes over them. My interpretation of the situation is that he has no authority whatsoever. He can advise people on the regulations, he registers the owners and changes the registration when necessary, but what else he does, I do not know. I know that if you ask him to get a copy or a photostatic copy of a present lease on a piece of property, he can give you this. He maintains files and records. He is not able to do any actual transferring; this must come from Ottawa.

Mr. ORANGE: You were saying, earlier, that you were planning to build an additional home this year for one of your employees.

Mr. CLARKE: I am going to buy one.

Mr. ORANGE: This will involve a transfer of lease.

Mr. CLARKE: That is right.

Mr. ORANGE: And do you anticipate it will take six to eight months at least?

Mr. CLARKE: Well, I bought one last August or September, I am not sure which, and I held back 10 per cent because the chap I bought it from needed some money; personally, I gave him most of his money. I think that, just last week, the real estate agent who was handling it phoned me and said, "Look these papers are all ready, we just have to send them in now to the land title office and get them registered and you can pay off this man." And this is now May. This transaction started last September.

● (11.45 a.m.)

Now, had it been anybody who was doubtful of the availability of having the lot transferred, probably this down payment and mortgage money would have been withheld until all these papers were finally approved. Therefore, the seller would have been a good six or seven months without any funds to do anything with. If he is a private home owner, then this is probably the total amount of his assets, capital, or saving, and if he is transferred through the department, the government, or through the railroad or if for any other reason he is moving, it means he cannot buy. He has to rent somewhere; he has no funds to work with. And normally, in any community it would probably take a week or two to have this processed.

Mr. BASFORD: Mr. Chairman, does the department have any figures for recent years on how many assignments have been requested and the period of time taken in processing them?

The CHAIRMAN: Mr. MacDonald will answer your question, I believe.

Mr. MACDONALD: Was the question the number of transactions?

Mr. BASFORD: The number of assignments requested and the length of time it took to deal with them.

Mr. MACDONALD: The numbers of assignments per annum run from 1960 to 1965 in the following magnitudes 204, 157, 173, 220, 155, and 124 for 1965. Now, my figures do not indicate an average time, but I think we can secure that figure.

The average definitely went up during the period of reviewal policy, but in order to get at the term of transaction, in any of these cases, you would have to examine the length of time it was actually with the department, and how much time elapsed in negotiation between buyer and seller before it came to the department. Of course, other problems are sometimes created. For instance, if the buyer is not a person eligible to occupy a lease, this will create a complication. I am advised that a year or six months would certainly be exceptional.



Finally, on this point, of course, we have statutory problems as well. The transfer of leases of this length of time are, of course, ministerial powers, delegated to a limited degree, and we are reviewing that aspect.

Mr. CLARKE: Yes, but there are no restrictions on who can own property within the parks. Any one of you gentlemen can buy a house in Jasper, or Banff according to the regulations now. But you cannot live in it, and you cannot rent it, only to someone gainfully employed. You can buy it. Am I correct?

Mr. MACDONALD: Well, I do not know.

Mr. CLARKE: Well, I think I am.

Mr. MACDONALD: The Minister has complete and unreserved powers when it comes to his consent to the assignment of the lease. From the very beginning of the parks and the lease, the power has been placed squarely on the shoulders of the Minister to consent, prior to any transfer of ownership or of interest in it. What the minister has said, in effect, is that the stock of housing in the national parks is henceforth to be reserved for occupancy by persons who have to live in the parks by virtue of their work as serving directly or indirectly the visiting public. Investment, in the sense of third parties, has generally increasingly been reserved to apartment or multiple occupancy dwellings.

Mr. BASFORD: I see no reason why I should be able to go and buy property in the park.

Mr. MACDONALD: As an investor, my information is that you could.

Mr. BASFORD: Well, I do not see that I should have the right to do so.

Mr. ORANGE: Mr. Clarke, one of the basic problems, as I understand it, is related to the transfer of leaseholds, the time involved, and the fact of people wishing to transfer their leases within the framework of the regulations as they now serve. It is cumbersome, it is awkward and it is at a point where it is causing some dissatisfaction in the park. Taking into account the regulations as they are set down, do you see any way out of this?

Mr. CLARKE: My personal thinking is that the Minister has too much authority in this respect. With all due respect to Mr. Dinsdale, these are the problems we run into. Mr. Dinsdale, I suppose, is a naturalist. We have asked to have boats put on a certain lake and he says it will disturb the geese that hatch their young there—no boats. Mr. Hamilton said, “no ski runs on a mountainside because it scars the mountains; I like to look at the mountains and see no scars on them.” Mr. Laing seems to be concerned with dollars and cents. He seems to be concerned that the parks should be self-supporting as much as possible and seems to be greatly perturbed in his thinking that there is a possibility that the residents in the park are getting a small subsidy from the government. We do not know what we are going to get with the next minister and what policy he is going to adopt. This causes us concern. There is no board of appeal; it seems that the Minister’s word is final, it is either “yes, you can do it,” or “no you cannot”, depending on the type of individual and of his thinking.

We think there should be a small board, of some type, to which we can appeal. I am not using the boat deal as an example, as it was not a very important thing, but this way, when you have an audience with these gentle-



men, you get some idea of the type of men they are and their type of thinking. We just get your thoughts set along a certain line and boom, we get a change of ministers, and again, we have got a different type of approach to our problems. This causes a great deal of frustration.

Mr. ORANGE: In other words, what you are suggesting and, I think which possibly makes an awful lot of sense, is taking some of the authority out of the hands of the Minister and transferring it to some form of independent government body which would probably manage the crown lands in the parks and report to the Minister, who would then be your court of last resort, rather than being responsible for making the decisions and also being the court of last resort.

Mr. CLARKE: You see, it is very peculiar that the minister has to approve the sale of an improvement from John Dow to Joe Smith.

Mr. DINSDALE: Mr. Chairman, coming back to this point in our discussion—and I think Mr. Clarke has made a very valid point; he started out on this note—the problem of the mountain parks' townsites and the fact that the problems of administration have never been sorted out. They are orphans in the parks and I agree with Mr. Clarke that the Minister literally is the mayor of Jasper and he is neither qualified, nor prepared to be the mayor of a permanent townsite. For one thing, he has not the time.

When the minister has to make decisions on whether there should be parallel parking or angle parking on the main street, that is taking it to the degree of the ridiculous. I hope that the residential council can move forward and become an advisory council and that some formula can be sorted out whereby they have certain responsibilities—they cannot have complete responsibilities, as a representative council—so that these bothersome administration difficulties can be sorted out.

I would like to ask Mr. Clarke has your residential group had an opportunity to look at the Overlander Report for the development of the Jasper town site and to discuss it and to make recommendations?

Mr. CLARKE: This avenue has been left pretty well to the Chamber of Commerce. This organization primarily deals with the problems concerning residents and the average working citizen, not principally industrial development, as recommended and what the Crawford Report deals mostly with.

The Chamber of Commerce had several meetings before I came down here and they said, "You are not representing us; we still want our turn; we want an audience; remember this". I am not in a position to speak for them, other than generally.

Mr. DINSDALE: Mr. Clarke this has been very helpful in pinpointing this problem this morning and I wonder, Mr. Chairman, are we going to have an opportunity to hear from others?

The CHAIRMAN: Oh yes. Our next meeting—

Mr. ORANGE: I had not finished. I was just coming to the subject of town site development.

I think what Mr. Dinsdale has pointed out makes a lot of valid sense. My question to Mr. Clarke—and this will have to be an opinion from you—is this: Are the people in Jasper, and these are the only people for whom you can speak, prepared to take on more administration and management of their own affairs, in terms of road maintenance, town development, water and sewer extensions, and so on; and, if they are, do they recognize that they may be required to pay higher taxes in order to manage the town, apart from such matters which are peculiarly federal in nature?

Mr. CLARKE: I think so. I think they would be. Of course, this would take a lot of thought and study by somebody because they would have to try to determine which street was used by tourists and which street was used by town.

Mr. ORANGE: Could you not say, then, that the town would take over some things that are federal responsibility? In other words, let them be responsible for the maintenance of all the streets in the town, on the basis of grants and other formula, which would be worked out.

Mr. CLARKE: Possibly. I can assure you their thinking is that they are prepared to pay and accept some local responsibility. It is a magnitude of responsibility that would wind up in an accounting problem that would probably drive everybody up the wall, in this way, that if there is the grass to be cut on the boulevards, would it be a federal or town responsibility?

Mr. ORANGE: Well, I think you can sit down and work out some formula.

Mr. CLARKE: Oh, I think it could be done. I think it deserves consideration and study by both sides.

Mr. ORANGE: Thank you.

Mr. KINDT: There was mention made of an advisory council that might perform this function. Do you see any merit in an advisory council when, after that council has made recommendations, it takes a year to make a decision?

Mr. CLARKE: We have no evidence that it takes so long to make a decision.

Mr. KINDT: We have, we had it here today.

The CHAIRMAN: That was in exceptional cases.

Mr. KINDT: All right, we had it.

Mr. CLARKE: An advisory council is just another name.

Mr. KINDT: Well, all right. As a businessman, do you believe that we should take a year to make a decision? I do not think so. I do not think the people in any of these national parks feel that way. So what you want is some mechanism whereby you can get decisions implemented.

Mr. CLARKE: Well, it seems to me, sir, that there must be some type of board or group which could be made familiar with all the facts in every case, and they could recommend a decision to the Minister because he or his department heads cannot be familiar with every case.

Mr. DINSDALE: Mr. Chairman, would a town manager consulting with an advisory council, resolve many of your problems? It requires town managers in most major centres, now, to handle local problems.

Mr. CLARKE: We already employ a town secretary and apparently in every town in Alberta there is a financial statement and they have a town secretary.

Mr. DINSDALE: I am speaking of a manager. An expert in town site administration. They apparently have university courses in this now.

Mr. CLARKE: I would not think this is necessary. We are a bit afraid to recommend anything of this type because at one time we strongly recommended a regional director and then he had no authority. We now have an office in Calgary and, as far as we are concerned, he has no authority. We have not seen him, we do not talk to him, he does not discuss any of the problems with us. Everybody from the superintendent says it has to go to Ottawa, and when it gets to Ottawa goodness knows what happens to it. Would a town manager be another cog in the wheel, another source to go through to again send things to Ottawa?

We were a little afraid when Mr. Dempster was made a regional director at one time. Sure, he had the jurisdiction over whether a machine should be used here or there, or over road maintenance and such things, but so far as problems regarding businessmen and individuals were concerned, he seemed to have no authority either. It had to go to the Minister's desk. A town manager would serve no purpose whatsoever if he had no authority. We think the superintendent should be given more authority.

Mr. KINDT: Is it not true, too, that you find for most of the decisions sent there is not only the time delay, but if there is any uncertainty on the part of government officials, the answer comes back "No".

Mr. CLARKE: Well, we generally always know if there is any doubt.

Mr. KINDT: We will try and come in and see if we cannot get a clearer picture of this.

An hon. MEMBER: The abominable "No" man.

Mr. KINDT: Yes, that is right. I do not see how they can operate at all.

The CHAIRMAN: Mr. Olson has a question.

Mr. OLSON: I only have a few questions. I was interested in Mr. Clarke's statement that the policy seemed to change with the general thinking and the attitude of each minister toward what the concept of a national park ought to be. And then I think you followed that up by suggesting that the Minister has too much authority.

I wonder if my interpretation of what you said is correct, or if you really meant what I think you said. Surely you are not suggesting that some of the authority, in the final analysis, should be taken away from the Minister, but rather that there should possibly be a consistent policy and some genuine delegation of the administrative function of this policy from the Minister.

Mr. CLARKE: General park policy is the use of the park and what is allowed to develop within it. The residents do not feel that this is within their jurisdiction at all. They feel this belongs to the Minister and to the department



They can recommend this, that and the other thing and so can any organization, but the final decision on whether somebody can put up a shooting gallery, for example, must come from Ottawa.

Mr. OLSON: Yes, I understand that, but I mean the practical application in so far as this delegation of authority is concerned.

I think you made the flat statement that the Minister has too much authority and I do not really see any way of setting up any other body, whether it is advisory, elected or otherwise, where you could have an authority that would be superior to the Minister's decision. Do you really seriously think that someone else could, in fact, override a minister's decision with respect to what goes on inside the parks?

Mr. CLARKE: Well, let me put it this way; I do not think that any one man can deal with all the problems arising in his department any more than I can represent all the problems in Jasper, and especially a minister with a portfolio as heavy as that of our present Minister, with all the northern affairs and the big problems he has to come up with. How can he take the time to be familiar with the multitude of small problems which exist?

If there was a hearing once, twice or three times a year—now this is only my own personal thinking, it is not suggested by the organization—this could act as a clearing house. They could keep within the concept of the policy of the parks department and recommend treatment of the handling of various situations as they arise. The individuals involved or concerned could appeal and present their case to such a board, which could recommend to the Minister and he would have something to go on, to familiarize him from all aspects.

You know what has happened over this last year; there have been press releases, articles in the papers, photographs in *Maclean's* magazine, accusations of profiteering—there has been everything—and a lot of it has been misunderstanding. A lot of it is fighting, and we are going to get nowhere by fighting with parliament, the officials of the department or the Minister.

Mr. OLSON: Mr. Clarke, I understand and agree with all of that but the question I wanted to be clear on is that you are suggesting the Minister exercises too much detailed administration authority that should be delegated.

You also said there should be somebody, other than the Minister, to take away some of the authority from the Minister and, quite frankly, I do not see how that could be done. I certainly agree that perhaps delegation of details of administration, should be expanded, from what is now being done. I think that is clear! One other question, Mr. Chairman. I understand Mr. MacDonald to say that the present parks policy is that no one, other than those who are involved in the business of looking after the tourists, can live or obtain accommodation to live in the parks. Is that correct?

Mr. MACDONALD: The Minister's policy, sir, is that, henceforth, no one now in the park will be disturbed. But new assignments, new leases, new land assignments will be granted only for the purpose of providing occupation to people who have to live in the park in order to serve visitors directly, and this should be added, "or indirectly".



Mr. OLSON: And in the future this would exclude anyone from obtaining living accommodation in the park who wanted to retire there or live there during the summer season, or anything of this nature?

Mr. MACDONALD: Apart from those summer establishments now in the park.

Mr. OLSON: Yes. But there will be no additional people in the future.

Mr. MACDONALD: I know that a person who has spent his working life in the park and wants to remain there and retire there, will not be disturbed, under the Minister's policy.

Mr. OLSON: I just wanted to be clear on that. Thank you Mr. Chairman.

Mr. CLARKE: Incidentally, we have no argument with this policy.

Mr. OLSON: That may be, but some people who would like to live there, who would like to spend some time there, perhaps in a cottage, and who have not been in the park but who are also citizens of Canada, may have some argument with this policy.

Mr. CLARKE: As a tourist or a visitor they can go and rent a summer cottage or a suite or a bungalow for as much time as they like.

Mr. OLSON: Yes. But you are either a tourist or you are out.

Mr. CLARKE: You do not say they cannot stay a week, they cannot stay a month, but that their permanent domicile cannot be in a national park.

Mr. KINDT: There are no restrictions on pitching a tent.

Mr. CLARKE: Oh no, we cannot. As residents of Jasper we cannot use the campground. We cannot go near Hot Springs and put a tent up on the campgrounds. We are permanent residents of Jasper. We are restricted.

Mr. BASFORD: So, to sum up, I take it then, that as the Residents Association you have no complaints against the town site policy of the department and no complaints against the Minister's policy on restrictions on the assignment of leases, and, apart from the broad question of representation, your complaint comes down to the \$140 a year land rental?

Mr. CLARKE: Well I know that this is reviewed in 1970. Plus the fact that we want it spelled out that we are not going to have the regulations changed in two, three or five years. In fact, some type of guarantee—this is it.

Mr. BASFORD: But you are happy to have a guarantee with the existing policy?

Mr. KINDT: What you want is some security of tenure.

Mr. CLARKE: Well, you are dealing with people who are home owners. This is their estate. If the average working man accumulates a home in 25 years, this is about all he has got. And if he wishes to move, or leave, or if, for any reason he has to become a non-resident of a national park, he would like some security of estate, some guarantee that he will be able to sell or transfer this property. This applies both to private loans and to commercial property.

Mr. BASFORD: I take it you do not object to the restrictions being placed or assignments?

Mr. CLARKE: No, no. I mean this is something beyond us. If it is the general policy of the department or the government that they will limit the size of the town sites within the national parks, we do not argue about it. As I said before, if they threw them open and developed towns of 50,000 or 60,000 people maybe it would not be right, maybe we would not be happy with it. I do not know.

Mr. BASFORD: So I take it, then, that the visiting policy is approved and is good and you simply want a guarantee that this good policy will be continued.

Mr. CLARKE: Well, now you are putting words in my mouth.

An hon. MEMBER: I think that is a leading question, Mr. Chairman.

Mr. CLARKE: I do too. We do not object to it, as it exists.

Mr. BASFORD: And you want it continued.

Mr. CLARKE: As a businessman I would like to see 50,000 people there.

Mr. BASFORD: But you are there as a resident.

Mr. CLARKE: I realize that this may not be a good thing for the parks and there may be 20,000 people there, 25 years from now, if 10 million tourists a year visit this park. A populace of this size may be necessary. And I think that is what Mr. Laing is thinking; not of next year or three years from now, but what might happen 20 years from now. There have had enough trouble administering a town of 3,000 people; what would happen to them if they had 50,000?

Mr. OLSON: Is there a large enough community there now, with sufficient accommodation to look after the tourists who want to come at all seasons?

Mr. CLARKE: No, definitely not, gentlemen.

Mr. MACDONALD: On that point, Mr. Chairman, I would like to say that in Jasper four sites have been made available for increased accommodation. The way it is swinging now in Jasper's direction because of the degree of saturation at Banff, three bids have been accepted and the fourth is under negotiation. These will provide 214 units of accommodation and, plus those which are under planning or design or out to bid in Banff, this would provide 913 units of accommodation, making a total of 1,127 units of accommodation. This will accommodate roughly 3,000 persons, which is 1,000 more than have been put in place in the entire five year period from 1960-61 to last year. So the accommodation is going forward on private investment. I am not, of course, taking into account the departmental investment in campsites and trailer accommodation, which is another thing.

Mr. OLSON: Mr. Chairman, I just want to follow this up. You say "because of the saturation at Banff"; what do you mean by "saturation"?

Mr. MACDONALD: Well, the difficulty of getting accommodation in the summertime and the general growth of the visiting public. As you know, the figures indicate an enormous growth in tourists or summer visitors. People are just, in the natural progression of days, going further a little north to Jasper and discovering its attractions and they are beginning to feel the wave of accommodation pressure there and these bids that I have indicated are responsive to that.

Mr. OLSON: Do I understand it, then, that because the department feels that Banff is crowded and at saturation point that they have deliberately opened up more facilities, or land for facilities, for more accommodation in Jasper to direct the traffic that way?

● (12.15 p.m.)

Mr. MACDONALD: We are trying to open up accommodation, sir, everywhere we can physically provide it, in terms of the basic investments in sewer, street and trunk highway accommodation. The figures I have indicated will show that if plans are fully materialized within the period, we hope that 913 units will be established in the near term at Banff-Lake Louise, taking those together, and I have just indicated 214 at Jasper townsite. More will, in fact, go into Banff but it is indicative of the fact that the wave of interest and the progression of tourists is now hitting Jasper too.

Mr. KINDT: Is this policy based on an estimate of what the future traffic in tourists will be or the pressure of tourists? In other words, what I am trying to get at is whether it is a forward planning and building in anticipation of tourists or do you let the tourists come and their pressure brings forth action from the government to give more accommodation?

Mr. MACDONALD: It has to be in a sense, sir, a combination of both. In the Lake Louise, for example, which we are creating from the ground up, we put in something like over a million dollars in the services necessary to accommodate six motel sites. Indeed, it has been suggested we were over-anticipating the tourist market because there has been some suggestion that we will not get all the bids of which we are hopeful there. At least we are making them available to private capital. Private capital, under the present dispensation, has to make the judgment of whether or not the business is there.

In the long run, if they do not make that kind of judgment but the department still feels that, in fact, the tourists are going to come, then they have to seek funds from Parliament in order to put the bricks and mortar in place so that we will have it ready.

Mr. OLSON: One other point. You are going to have ill-will on the part of tourists if you rely on the pressure of tourists to put accommodation in and my thought is that action would have to be taken well in advance so as to be ready for the tourists, so that they will carry home a proper impression of our national parks, rather than let their pressure and ill-will and everything else back up on the government saying that they have to have more.

Mr. MACDONALD: We would agree with you on that but, under the present dispensation, which has a lot of virtues, the investment is made by private capital and we cannot force the judgment on them that the business is in fact there. But I do believe it is in our Minister's mind that if there is some indication that private capital is being a little too conservative in their estimate of the future business and we, ourselves, believe that that business is going to be there, we may well have to go ahead and make the investment that we would prefer the private capital to make. But, in general, we would agree.

In those areas over which we have control of the creation of campsites and trailers, which accommodates only that category of people who like that kind of



vacation, we are pressing this forward as fast as parliament, and the board, and the government in their wisdom allocate funds to us.

The CHAIRMAN: Dr. Horner.

Mr. J. HORNER (*Acadia*): Jack Horner; I am the member for Acadia, I am not a member of the Committee. I was interested in your remarks regarding the saturation point of accommodation in Banff also, and now this question of private capital being needed to alleviate the saturated point in Banff and Jasper raises the following point. Is the department aware of the fact or do they acknowledge that the leasing arrangement has a tendency to dampen private capital from going in and investing in these parks?

Mr. MACDONALD: As I have already explained, sir, I have just indicated to the Committee, we have just advertised four potential sites in Jasper and three of them have been snapped up and the fourth is under negotiation now.

Mr. HORNER: Yes, but you just said, too, that you may have granted more or asked for more bids around Lake Louise and Banff than what you are going to get because you were somewhat doubtful about capital.

Mr. MACDONALD: This is always a business judgment. Lower lake Louise, as we and many other people believe, is going to be one of the most attractive spots in the world. But it does not exist; it is a concept. The idea behind it is that we should not, as Mr. Clarke quite rightly put it, let the town sites swell so that they, in fact, become urban areas within the park. Yet, we know that more accommodation must and can be provided, very attractively, in the national parks and the way to do that, in the national parks policy, is to create what we call new visitors' service centres. The first of these, to help relieve the pressure on Banff townsites itself, is the lower Lake Louise area.

But it is a brand new concept, these will be permanent structures, this one across the highway from what, in the wintertime, is already one of the most attractive skiing areas, so that it has an all-round potentiality.

Behind that, then, an entrepreneur must judge how fast other people are going to recognize this. He has to put his money into it. It is not a question of the lease terms, which we found from the investors, are quite agreeable to them. They are signing arrangements every year, in fact we are signing more leases now than we did a year ago. But they have to make the judgment of whether if they put in 500 rooms, is the demand going to react to it quickly enough to make that a sound investment.

Mr. HORNER: I believe there is a great deal of confusion over this particular point and I think Mr. Clarke mentioned it earlier in his suggestion that a number of private investors had told him, and I know they have told other people as well, that the leasing arrangement certainly dampens their interest in investing in accommodation construction in the parks.

Mr. MACDONALD: As I say, sir,—

Mr. HORNER: I am surprised the department does not recognize this.

Mr. MACDONALD: Well sir, you only have to go by the number of leases signing. The real test, of course, of these policies is in the number of people who



really want a lease and we are, in fact, signing more right now, than a year ago. The commercial leases, particularly, are being quite acceptable. A new apartment in Jasper, two new motels, a vast new ski area at Sunshine—all these are being done under the new policies and open across the table negotiations in which the investor understands completely what he is getting into and is quite satisfied that that is a profitable judgment.

But that judgment will vary with every site, for instance when you get a brand new thing like Lower Lake Louise as opposed to Jasper townsite. I have noted that of the four potential sites, three of them were taken up immediately. Lower Lake Louise we expect will possibly go slowly, but we do not know yet. The bids will close the end of this month, I think.

Mr. HORNER: Just one more question, while I follow this up. Mr. Clarke, would you agree or disagree with the statements that have just been made with regard to private capital and the desire to invest in Jasper and in the Banff area?

Mr. CLARKE: Well, of course, I disagree entirely, because no sods have been turned on any motel site yet and yet one of these leases was granted six or seven months ago. One has agreed to start in 1968 and finish in 1970.

These people seem to be of the opinion that if they can arrange the capital and the financing and it all looks all right, after they put their bid in they will go ahead, if not, they will back out. I think the situation is so serious that motel sites should be built now. To say that a lease has been signed to complete a project in 1970, which is four years from now, is no indication of the need. The need is desperate.

If you are interested in the tourist industry, what is happening is this; on this present last weekend, I know of three operators who refused to take accommodation for a single night. They waited for the three days, the Friday Saturday, the Sunday and they got them. People who wanted to stay one night in Jasper and one night in Banff did not get accommodation and did not come. Now, if this situation of short accommodation exists, pretty soon they will be staying one week. Now they are operators and they are going to take advantage of the situation as much as they can, in order to increase the revenue of their particular operation and pretty soon they are going to say, "we will only take people on accommodation for one week." The overnight passenger or traveller is going to be just out of luck completely.

But there are so many things on parks policy and administration—and I do not mind Mr. Côté and Mr. MacDonald here—that would drive you right up the wall. You do not know where to start or where to stop.

For example, they buy a place like the Palisades. I do not know how much they spend; maybe a quarter of million dollars. They use it for a warden school. It costs \$70 a day for every warden that goes there to school. They could send him to the Jasper Park Lodge. The rest of the year they keep a caretaker there. They do not use it for anything. Yet I understand people like the YMCA are told they have to vacate their site in three years. The YMCA is an organization

which caters to church groups, and youngsters, and so on, that are coming through at low rentals of \$2 or \$3 a day overnight accommodation. They are a non-profit organization, and a service organization.

We do not know where we stand. All these things have got to be aired and I think you gentlemen have got to come to the western parks to get them aired—there are so many.

Mr. HORNER: Mr. Chairman, I would just like to say one thing. While I am not a member of the Committee I think here, in the last few minutes we, have seen drastic differences of opinion between the department and the business representative from Jasper and I wholeheartedly endorse the suggestion which has already been made in this Committee that it go out there and hear the residents and try to clarify the situation; for the general good of the residents and the tourist business in general.

Mr. KINDT: I have one supplementary question I would like to ask Mr. Clarke. The criterion for judging accommodation, suggested by the gentleman to your right and I believe rightly so—is another reason that protection be made.

Now, I do not think that that is the touchstone that should be used. The view you have made, Mr. Clarke, is that of the tourist who phones ahead to try and get accommodation and cannot get it. And that should be the touchstone regarding whether more accommodation should be made available. In other words, there has to be a little surplus.

Mr. CLARKE: Here is what has happened though. Three years ago we had a little surplus. The only time all the motels were filled was on holiday weekends such as the 24th May, first of July, August holiday and Labour Day. This was three or four years ago. Now, we knew that we had a little surplus. We live in this town and we are faced with dealing with people all the time. But this surplus is now gone completely.

Since that time there has been very little addition in the last three years. And concerning these proposed sites that the department have put up, they have not said, "get building; start now". They have said, "We will let you start in 1968." Our argument is that we need the motels; get them going now. If they are going to give out a lease to a man, make him start building; approve his plans, not throw frustrations at him. From what I am told, once they get it approved it takes a year to get their plans approved. Get building now; get started. We need this accommodation. We needed it this year, but we will need it more so next year. Take into consideration the yellowhead highway that the federal government and the British Columbia government are going to have open, we hope, by the fall of 1967. Where are the people using it going to stay?

Mr. KINDT: Where there is no surplus accommodation, there is no competition. It does not force the private owners to put their best foot forward to give service to the tourists.

Mr. CLARKE: That is right. The situation is quite desperate, I think, and I do not think I am just voicing one man's opinion. I am not in the accommodation field, I am in the retail field, but I am dealing with the public. They are in my stores and they are asking me questions all the time and I keep my ears open; I am interested. I am proud of the parks. I like living there.

Mr. MACDONALD: On this point, Mr. Chairman, which I think Mr. Clarke has made himself, a business judgment has to be made here on whether or not there is a market for the rooms. The Minister has indeed been attacked in the past for letting too many motels into the parks and contributing to a depression of the business. This was just a year ago.

The minister's responsibility is to try to find that fine balance between an excess of accommodation in the parks, which would produce depressed conditions, and a lack of return, which would discourage further investment and as previous members have stated, keeping up with what we know is the growth.

Now, unless the department builds the motels itself, the element of business judgment on how the market is developing, has to enter into it.

Mr. HORNER (*Acadia*): All you have to do is talk to the tourists and they will tell you whether or not the accommodation is inadequate. And they will damned soon tell you this.

Mr. BASFORD: Surely, if there is a fast buck to be made in the accommodation field there will be people up there wanting to spend their bucks on accommodation.

Mr. HORNER (*Acadia*): Yes, there are, if they can do it without too many strings attached to the buck. But I know the tourists; any of them that I have spoken to, are certainly dissatisfied with the amount of accommodation in either one of the parks. And they do not mince any words in telling you so.

● (12.30 p.m.)

The CHAIRMAN: Gentlemen, it is now 12.30. Before I ask our witness who has been very, very good indeed, to make a final statement, I think I can allow one or two more questions.

Mr. ORANGE: Mr. Chairman, my question really has nothing to do with the witness, but there has today been a number of requests and invitations on the part of Mr. Clarke, Senator Cameron, and suggestions from members of the Committee that the Committee go out to the western parks to talk to all people involved.

In the next three or four weeks, a number of other witnesses will be coming before the Committee. I am not too familiar with the working arrangements but would it not be wiser to make a decision, one way or the other, concerning a possible visit of the Committee to the parks, and then decide whether or not these witnesses should come to Ottawa, or whether we should meet them in their home ground.

The CHAIRMAN: The decision has already been made by the Committee to hear other witnesses.

Mr. ORANGE: These people could be heard.

The CHAIRMAN: As an example, Mr. Frame, of the National and Provincial Parks Association of Canada will be here next Tuesday at 9.30 a.m. in this room. We have Mr. H. C. Craig of the Waterton Lakes Chamber of Commerce, and member of advisory council on June 7, and then we have the Hon. A. R. Patrick, the Minister of Industry and Tourism for the province of Alberta, and then we have a Mr. W. R. Roberge of the Banff advisory council.



We are going to listen to these witnesses first and then a decision will be made on whether it is advisable to accept the invitation extended to us to visit the beautiful town of Jasper and the other parks like Banff et cetera.

And now I am going to ask Mr. Clarke to make his final speech.

Mr. CLARKE: Gentlemen, I want to thank you for listening to me. With regard to residents, if we could get the assurance from the Minister or from the department of a definite type of policy, and if he would go along with the concept of his own statement that there shall be no economic advantage or disadvantage to residents residing in the national parks, I think we could easily work out our problems with the department.

I got off on a subject I was not supposed to touch on to any extent, but with regard to development and tourist accommodation, and so on, in reply to Mr. MacDonald's statement that the Minister has been criticized, all I can say to that is why did he not ask us? If he is concerned about accommodation, why not consult with the people that are already in the accommodation field? They are citizens of Canada, they are good citizens. They are not just trying to eat their own pockets. They do not want to be spending hours on a telephone trying to get somebody else accommodation in another area, phoning private houses, and so on. If there is a need, they are willing to have that need filled. And if they are not willing to put up the buildings themselves and add to their holdings, they are willing to have new operators come in and to welcome them in.

But the department has got to get going. They have to take their leases and process them and their plans and approve them and try and arrange things. If an operator cannot get adequate financing because of their restrictive policies and because there is no ownership on the land, then they are going to have to go out and endorse his loans, or back them, much the same as a supermarket chain goes out and endorses a shopping centre deal to the builder, that there will be adequate rent coming in to provide the building. They have got to get this thing cracking and they have got to show a lot more co-operation. It is fine to get a tender on a piece of land and then have him build on it five years from now. They can say, "sure". This causes a lot of the frustration. Mr. MacDonald can say, "we have arrangements for accommodation", but he does not say when—1970, four years from now. The trans-Canada highway is opening in a year and a half; accommodation is short now. They have got to get on the ball and they have to get working on it.

As far as the rest of the items are concerned, I think it is a "must" that they have got to hear from others in Jasper besides myself. I know that the fires will be hot and that delegations will be down here; there will be reports in the newspapers, and so on, that they have been refused a hearing, because I only officially represent one phase of the deal.

The Prime Minister promised a hearing by all parties concerned. They are going to insist on it and I think it is their right. And rather than have eight or ten different sessions, with people coming down here, it would be very profitable for all and for you gentlemen to either go as a committee or send a delegation from your Committee and hear all aspects of the situation.



So far as government spending in the park is concerned, we see so much waste of government funds, sometimes so little for our money, that we do not know why they spend it. I am just making this as a broad statement, but it happens. We do not know whose fault it is. But we think we could save you money if we could actually advise you on how monies were spent, and so on, and we think we could improve the tourist industry if we were consulted. If this were done, we think everything would operate a great deal more efficiently and to the satisfaction of all. Thank you.

The CHAIRMAN: Thank you, Mr. Clarke. I might say, however, that we have not refused anyone wishing to appear before this committee.

Mr. CLARKE: You have not invited them, sir.

The CHAIRMAN: Well, we have invited—

Mr. CLARKE: One man from one community, so far, and one from each of the communities.

The CHAIRMAN: We sent invitations to those who are coming here and we sent an invitation to you, sir. We are very, very grateful that you did come and I am sure that the committee is appreciative of your efforts and will listen to you with great interest. I am sure the members will consider the proposals you advanced to the committee and I assure you that they will be taken under advisement.

And now, gentlemen, our next meeting will be on Tuesday, May 31, in this room and we will hear Mr. A. P. Frame of the National and Provincial Parks Association of Canada.

Mr. HADASZ: Mr. Chairman, just one last point. In view of the evidence presented at the hearing this morning, and the atmosphere in which it was conducted, I wonder whether the witness would be agreeable to expunging or erasing from the record his references to the use of legal blackmail or illegal ways in dealing with certain changes in the leaseholders' contract.

The CHAIRMAN: I might say, Mr. Hadasz, it is on the record. You see, it is right on the record now.

Mr. BASFORD: On that point, in answer to questions from me, I think the witness completely withdrew from that position.

Mr. CLARKE: No. I disagree gentlemen. I said what our legal counsel advises us is that this is what he would term as "legal blackmail".

Mr. BASFORD: Speaking from personal experience, we are taught in law school, as lawyers, that the more forcible an opinion, the more you can charge for it.

Mr. CLARKE: I was using, verbatim, the terms he expressed at a public meeting in Jasper. It is not any cheaper; it is just what he said was happening.

Mr. DINSDALE: If I could make a comment on this point, I understand that there is a similar legal opinion with respect to the leaseholds in Riding Mountain national park.

The CHAIRMAN: This meeting is adjourned, to the call of the Chair.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

TUESDAY, MAY 31, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

WITNESSES:

*from the National and Provincial Parks Association of Canada:* Mr. A. P. Frame, President; Mr. Gavin Henderson, Executive Director; *and from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,	Mr. Horner ( <i>Jasper-</i>	Mr. Mather,
*Mr. Basford,	<i>Edson</i> ),	Mr. McKinley,
Mr. Dinsdale,	Mr. Howard,	Mr. Neveu,
Mr. Duquet,	Mr. Hymmen,	Mr. Nielsen,
Mr. Granger,	Mr. Laprise,	Mr. Roxburgh,
Mr. Gundlock,	Mr. LeBlanc ( <i>Rimouski</i> ),	Mr. Simpson,
Mr. Habel,	Mr. Legault,	Mr. Southam—(24).
Mr. Haidasz,	Mr. Lind,	

Michael A. Measures,  
*Clerk of the Committee.*

\*Replaced Mr. Berger on May 30, 1966.

CORRIGENDUM

Evidence of May 3, 1966, *Issue No. 3.*

Page 57, line 16, the word "acceptable" should read "accessible".

ORDER OF REFERENCE

MONDAY, May 30, 1966.

*Ordered*,—That the name of Mr. Basford be substituted for that of Mr. Berger on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

TUESDAY, May 31, 1966.

(8)

The Standing Committee on Northern Affairs and National Resources met his day at 9.47 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Basford, Dinsdale, Duquet, Granger, Lundlock, Habel, Haidasz, Horner (*Jasper-Edson*), Howard, Hymmen, Laprise, Legault, Lind, Mather, Neveu, Orange, Roxburgh, Southam (19).

*In attendance: from the National and Provincial Park Association of Canada, with office in Toronto:* Mr. A. P. Frame, President; Mr. Gavin Henderson, Executive Director; *and from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

Mr. Côté made a correction to the record of his evidence given at the committee's meeting on May 3, 1966.

The Committee resumed consideration of item 15 of the main estimates of the Department of Northern Affairs and National Resources.

The Chairman tabled the following document:

Statement on National Parks Policy, prepared by the Canadian Audubon Society, May, 1966,

which he received the previous day from the Society's chairman, Mr. Walter L. Tovell. Copies were then in the mail to the members.

The Chairman introduced Mr. A. P. Frame, an invited witness, and Mr. Gavin Henderson.

Mr. Frame gave a comprehensive prepared statement primarily on national parks, copies of which were distributed to the members.

Mr. Frame was questioned, assisted by Mr. Henderson.

On request from time to time during the questioning, Messrs. Côté and MacDonald gave related information.

The questioning having concluded, the Chairman, on behalf of the Committee, thanked Messrs. Frame and Henderson for their attendance.

At 12.10 p.m., the Committee adjourned to Friday, June 3, 1966 at 9.30 a.m.

Michel A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, May 31, 1966.

● (9.41 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum.

The first item of business is that Mr. Côté has a correction to make in the record of his evidence at a previous meeting. I will ask Mr. Côté to do so now.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, I would like to refer to the Evidence No. 3, dated May 3, 1966, page 57, line 16, which should read, "the formulation of this policy in writing and making it accessible," and not "acceptable" as was written here, "to the public."

The CHAIRMAN: Thank you, Mr. Côté. We are on item 15 of the main estimates of the Department of Northern Affairs and National Resources. Before proceeding with our invited witnesses, I wish to table for the record the following document: Statement on National Parks Policy prepared by the Canadian Audubon Society, May, 1966. I received the document yesterday from Mr. Walter M. Tovell, the Society's Chairman, and a copy will be mailed to each member of the Committee.

We have with us today two representatives of the National and Provincial Parks Association of Canada. They are Mr. A. P. Frame, President, and Mr. Gavin Henderson, Executive Director. Mr. Frame has been invited to appear with regard to item 15 of the estimates as it relates to national parks. On behalf of the committee, I welcome you, Mr. Frame and Mr. Henderson, to Ottawa. I understand that you have a statement to make.

Mr. A. P. FRAME (*President, National and Provincial Parks Association of Canada*): Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, I am very glad of this opportunity to appear before you on behalf of the National and Provincial Parks Association of Canada. I shall read a statement and try to answer any questions you may wish to ask.

NPPAC is an educational, non-profit organization granted Federal Charter on November, 1963. Although we are concerned with both national and provincial parks, I shall confine myself in these remarks mainly to our position with respect to National Parks and National Parks Policy. First though, a word about our organization:

*Organization*

The association is governed by a board of trustees drawn from a broad cross-section of the country and representative of the major facets of our society. These directors serve and give their time freely to the association without remuneration.



The association is financed by its membership and by private and corporate donors, although at the outset in 1963 we applied for and were given an organizational grant of \$20,000 by the Government of Canada through the Department of Northern Affairs and National Resources. While we have hopes of getting a matching grant from among the ten provinces on a pro-rata basis, this has not yet happened.

The office of the association is in Toronto with a full-time staff consisting of an executive director and secretary. There is a technical advisory group to the board of trustees composed of persons outside of government with special knowledge and experience in the parks field.

### *Aims of the Association*

Among the purposes of our association we seek to:

- (a) inform the people of Canada about their parks and help interpret and create pride in them;
- (b) encourage and support policies that will achieve maximum utilization of parks consistent with the purposes for which national and provincial parks have been established, and having regard to the specific characteristics of each class of park within both the National and Provincial Parks Systems;
- (c) promote the establishment of more national parks while the opportunity still exists, so that every major land type in Canada, as well as places of national historic interest, may be included in the National Parks System, and with all provinces and the territories being represented;
- (d) encourage the expansion of Provincial Parks Systems to meet current and projected demand;
- (e) serve in a "watchdog" capacity by arousing public opinion whenever necessary against pressures to misuse or exploit parks.

### *Purpose of National Parks*

Much of the present controversy over national parks arises from the interpretation of their purpose in the government's statement on National Parks Policy. Critics of the policy complain that this interpretation, with its emphasis on preservation of the natural and historic features of the parks, is not only unrealistic in the light of present-day outdoor recreational needs, but is narrow and arbitrary besides, reflecting merely the personal opinions of those responsible for drawing it up.

I want to say that this is a quite wrong assumption. It is true that the legislation is quite general and probably needs strengthening, but the government's interpretation of it as far as the purpose of national parks is concerned is in line with current thinking the world over. As an appendix to this submission I am attaching some documents which are part of the proceedings of the first World Conference on national parks held in Seattle in 1962. Included with these is the 1959 Resolution of UNESCO noting the values of national parks and setting up a list of national parks and equivalent reserves throughout the world.

Our association supports the government fully on this key question of the purpose of national parks, and we reject absolutely the claim that the wilderness concept is outdated, as some have been suggesting, or that the preservation aspect of national parks is negative and unrealistic.

In saying that we believe the wilderness idea is a positive and dynamic concept which will come more and more into its own as time goes on, we are echoing a large, influential and growing body of opinion throughout the world, including the official view of most of the leading nations.

It is significant that just two years ago the United States, which is infinitely more hard-pressed for land for every kind of use than we are, passed legislation known as The Wilderness Act (1964), which set aside nine million acres of national forest land exclusively for cultural and scientific purposes. This land had previously been open for commercial resource exploitation.

A similar sudden concern to save and preserve wild country may be noted in the recent legislation of certain European countries, where it is now realized they have only a few years to make a final decision as to what is to remain natural.

It would be the height of folly, and short-sighted in the extreme, to develop the national parks as giant playgrounds so that tourist promotion is the main management objective.

We know from long experience in Canada the value of national parks for tourism. This value will grow enormously in the years ahead, provided we recognize that it is the essential wildness of the parks that is their chief attraction, and curb any possible temptation to change this characteristic for the sake of short-term advantage.

As outdoor recreation demand continues to grow, the way to meet it is not through the unlimited development of the national parks we now have just because some of them are very large, but through the establishment of more parks—national, provincial and even municipal—with each jurisdiction recognizing and carrying out its specific role and responsibilities.

I want to repeat that a major objective of our association is to encourage the use of parks by people. Our concern, though, is for the right kinds of use, in the right places and at the right intensities. This is the crux of the whole problem. I shall come back to the management implications of this in a moment.

### *The Values of National Parks*

National parks are obviously important for recreation, but they have other values besides, which determine the kinds of recreation that are fitting and distinguish them from parks whose purpose is recreation pure and simple. These values are cultural, scientific, educational and inspirational.

In our haste to leap into the space age we should not forget that the culture of a people is rooted in the soil and the history of the land itself, and that a national identity springs from love of the land and the feelings of pride and belonging which this inspires. If we lack a national identity in Canada it is perhaps because we lack these feelings. The pioneer mentality towards land and resources is still strong among us in spite of the fact that we have now evolved into a highly industrial and urban society.

A system of national parks embracing the best of the natural scene across this magnificent and varied country of ours, so rich in historic and natural splendour, could do more to create a consciousness among our people of being citizens of one great country, and pride in the fact, than all the Centennial projects devised so far.

National parks are important to science for several reasons, all well documented. I shall quote a statement by Victor Cahalane, Assistant Director of the New York State Museum and formerly Chief Biologist with the U.S. National Parks Service:

Only by understanding natural laws which govern soils, plants and animals and their interrelationships can man devise the best methods of land management, agriculture, animal husbandry and other arts. National parks provide the extensive outdoor laboratories which are required for this type of research. Frequently, in highly developed countries, parks are the only areas where the interactions of native plants and animals can be studied under natural conditions. In fields of pure science, parks are ideal for ecological research such as the study of natural and of sexual selection in animals, of emergent evolution, of population fluctuations resulting from competition, immunity, disease, sunspots, weather and radiation, and of many other problems and theories. In applied science, parks are ideal check areas against which to measure the effects of forestry and agricultural and grazing methods on lands elsewhere. Switzerland is an example of a country which, despite heavy demands on its land, has set aside a relatively large park for the primary purpose of research on natural resources. The Soviet Union regards its nature reserves as outdoor laboratories where resident and visiting scientists carry on studies of many important problems.

If we accept the cultural and scientific importance of national parks their educational role should be self-evident. As for their inspirational value, few modern writers have written more feelingly and with greater conviction than Sigurd Olson. Mr. Olson, who has travelled widely by canoe in our own northland and knows our wilderness country well, is adviser on Wilderness Preservation to the U. S. Secretary of the Interior. He says:

The real significance of wilderness is a cultural matter. It is far more than hunting, fishing, hiking, camping or canoeing; it has to do with the human spirit. And what we are trying to conserve is not scenery as much as the human spirit itself.

Not only has wilderness been a force in molding our character as a people but its influence continues, and will, if we are wise enough to preserve it on this continent, be a stabilizing power as well as a spiritual reserve for the future. The intangible values of wilderness are what really matter, the opportunity of knowing again what simplicity really means, the importance of the natural and the sense of oneness with the earth that inevitably comes with it. These are spiritual values. They, in the last analysis, are the reasons for its preservations. This is what people seek when they go to the out-of-doors, the reason for the nostalgia and longing, not only of Americans but of all peoples who have divorced themselves from their backgrounds.



● (9.59 a.m.)

So much for the values of national parks.

Now what about the government's National Parks Policy? Where do we stand on this?

#### *National Parks Policy*

I have said already that we support fully the government's National Parks Policy in so far as it interprets the purposes of national parks. There is much else in the policy which we have not yet looked into in detail. Therefore I cannot say if we agree with it in its entirety. I should be surprised if we did.

As I realize your committee is concerned with the policy as it affects leases, I shall say a word about this.

We have studied both sides of this question to the best of our ability and have read statements by both Mr. Laing and the organized leaseholders.

It is most regrettable that the controversy over this issue has generated such extreme bitterness and illwill. In our view, this came about more because of a breakdown in communications than from any real objection to the government's policy per se.

Without getting into the question of the legality of the government's proposals, there is no doubt in our mind that there is need for the crown to control leases more effectively than in the past in the interests of the Canadian people as a whole and taking into consideration the enormous and growing pressures to use the parks. The idea that individuals should have the right to hold leases on cottages or summer homes in either national or provincial parks for their private use and enjoyment, no matter what justification for it in the past, is, in this day and age, an anachronism. Doing away with such leases is a problem which some of the provinces have already faced up to. Ontario, for example, has for some time now been withdrawing leases as they fall due on cottages and commercial properties in Algonquin Park.

We support also the government's policy to have eventually only those persons engaged in the administration of a park, or the supply of necessary visitor services, and their dependents, as permanent park residents.

We urge most strongly, however, that everything possible be done to avoid causing hardship to those affected by this new ruling. We are quite sure that the government intends to be fair, and will be fair, in carrying out this policy.

In view of the difficulties that have arisen with regard to leases, we believe that the government's proposal to set up a crown corporation to deal with this matter in future deserves consideration. Its terms of reference and the composition of its board of directors will need to be given most careful study, however, if the corporation is to function effectively and its influence be kept within bounds. Great care will have to be taken that the corporation, if it is established, is not able to wield power for which it does not have to account, nor must its powers enable it to influence policy in areas other than leasing. In other words, it must be an instrument for carrying out policy, not creating it.

#### *Park Classification*

Getting back to the vital problem which I mentioned earlier of how to allow more people to use the parks without ruining or seriously degrading their



scenic and other natural values, this is basically a management problem, but there are matters of policy to be considered first.

It is a problem that was touched on in the government's own Policy Statement and by ourselves in an editorial in our January Park News. I refer to the need for broader classification of lands within the National Parks System.

As you know, there are only two classes of area at the present time within the National Parks System—national parks and national historic parks—but there is a vast diversity in size, character and use among the various units lumped together under the all-embracing term "national parks". There is no doubt that this creates confusion among the public as to what national parks are all about and complicates administration.

We are faced in North America with an ever-increasing demand for outdoor recreation. Apart from finding ways to make as much land as possible available, both public and private, to meet this demand, it is essential that we try to make the best use of the parks we now have, both in terms of the needs of people and the physical and biological limitations of the land itself.

Next to the research to determine these needs, a system of classification is required that will define clearly the purposes of the various kinds of area contained in the National Parks System so that development may be kept in scale and character with the land's capability to absorb human impact without adversely affecting natural values and also that the public may better understand what administrators are trying to do, and why. With this understanding there would, we hope, be a lessening of the pressures for inconsistent and inappropriate developments that are the root cause of most of the controversy and difficulties we now have.

We are aware that in the larger parks a system of zoning has already been adopted. This may have internal administrative value and enable planning to proceed in logical fashion, but it certainly should not be regarded as a substitute for an adequate system of classification. Zones are meaningless to the public and, as we know from urban experience, they have a way of being impermanent under pressure from developers bent on changing them.

We are not prepared at this time to make specific recommendations about the various classes that should be adopted. More knowledge may be needed than is perhaps available at present to make a proper determination. We have already suggested that parts of Banff and Jasper National Parks, including the townsites, be reclassified as national recreation areas, to give them a name that would represent what they are in fact or seem likely to become if the government's present plans for the expansion of summer and winter recreational development are going to go ahead.

In making the suggestion, however, we were certainly not pressing for precipitate action. At the moment there are too many unknowns.

What we would like to see without delay, though, is an official pronouncement that the government intends to adopt, as soon as is practicable, a meaningful system of park classification. The government itself has recognized this need. In the National Parks Policy Statement it says this:

Classification of areas would make it easier to define and state the purposes of each type of area and to develop consistent policies for

each. It would assist in preservation where this is a prime consideration and would facilitate use of individual units to the best advantage. Proper classification of areas would enable the Department to undertake an educational program to inform the public on the ideals and purposes governing the establishment and management of each type of area and so bring about a better understanding and wider acceptance of sound objectives.

Why the delay in doing something about it? If, as we suspect, the National Parks administration does not have enough trained personnel or the funds it needs to carry out the necessary preliminary investigations, let it say so. The matter is of great urgency.

### *The Need for Professionally Trained Personnel and Research*

Regardless of whether these are bottlenecks to the adoption of a practical and comprehensive system of park classification, there is no question that a very serious shortage of professionally trained people in the parks field exists in Canada today. It has been estimated that during the next ten years 160 professionals and 545 technicians will be required to fill vacancies in the parks management field in Canada, but at the present time no Canadian university, college or technical school offers training aimed specifically at qualifying persons to fill these vacancies. A few Canadian universities have recently expressed an interest in introducing courses and we are hopeful that this will be done soon. We ourselves are anxious to assist in this.

Related to the shortage of trained personnel is the inadequacy of research into the whole broad field of outdoor recreation including problems specifically concerning parks. To plan effectively for the future and to manage our parks wisely, we need to know a great deal more than we do now about such things as the character of demand and the recreation habits and desires of people of all ages, classes and social levels. We also need a much better understanding of the physical and biological limitations of the land which will provide the basis for the many kinds of recreation activity now taking place and likely to emerge in the future.

Because there is a great lack of knowledge of these fields in Canada, park planning and development at the federal, provincial and even municipal levels is still behind current demand—certainly behind in scale and often out of tune with emergent recreational trends.

Outdoor recreation has become a major land use, involving many millions of acres of public and private land and many millions of dollars annually in public and private investment. It is also the basis of our tourist industry which is the third largest in Canada. Yet there is no systematic, co-ordinated research programme in outdoor recreation as there is in other fields which involve fewer people, acres and dollars. Perhaps no other activity involving so many people and so basic a part of our life has received less attention from qualified investigators and scientists.

Although the major concern of our association with respect to national parks is to ensure the preservation of the natural environment, we are of necessity vitally interested in the whole question of outdoor recreation demand.

The report of the United States Outdoor Recreation Resources Review Commission has estimated that although there will be a doubling of the population of the United States by the year 2000, the demand for recreation will have tripled. Much of this demand from south of the border will be felt in Canada and one way or another it will have to be met.

We are in the fortunate position in this country of still having enough land for every conceivable purpose in the future provided we make sound decisions on resource allocation, including the allocation of land for the many different and often incompatible kinds of outdoor recreation.

To meet the pressure of demand in the future does not mean, therefore, that the national parks should be required to provide for every kind of outdoor recreation just because some of these parks have large areas of wild, undeveloped country. Wilderness is a valid category of use in itself.

It does mean, though, that all jurisdictions—federal, provincial and municipal—must be prepared to assume their respective responsibilities and to plan, and carry out their plans, within the context of the total demand situation.  
*A National Outdoor Recreation Policy for Canada*

This, in turn, requires the immediate development of **A NATIONAL OUTDOOR RECREATION POLICY.**

There is no other way for this country to realize the enormous social and economic potential of its outdoor recreation resources in the face of a continent-wide population explosion along with increasing leisure and mobility.

The first step towards such a policy should be the establishment of an appropriate review authority patterned on the Outdoor Recreation Resources Review Commission of the United States. This body should be charged with surveying Canada's outdoor recreation resources, measuring present and likely demands upon them over the next 30 or 40 years and recommending action to ensure their availability to all Canadians of present and future generations.

Pending completion of this study and report, we urge that the government's National Parks Policy in its essential aspects be upheld and endorsed by your committee. Thank you.

The CHAIRMAN: Thank you, Mr. Frame. Do the members of this committee wish to comment or ask questions on the very comprehensive statement presented by Mr. Frame?

Mr. ROXBURGH: I would like to ask Mr. Frame a question. You have definitely covered things very thoroughly here. However, I am one who is not only interested in the wilderness part of parks, but I am also interested in recreation and sports. You mentioned zoning as one of the ideas. Has anything definitely been done regarding Banff and Jasper? They happen to be the two parks I am thinking of with respect to skiing and so on. I also have in mind the fact that Canada was turned down recently for the Olympics. Has anything definitely been done with regard to zoning?

Mr. FRAME: To the best of my knowledge there has been no zoning established available to the public, that is the outline of zoning available to the public. I believe that internally the Parks Department has at least some tentative ideas of zoning within their own Department. Our Association believes



that there should be a zoning or a classification of parks which could be understood by everybody.

Mr. ROXBURGH: There was nothing definite then for this present Olympic group to go by when it comes down to the final thing?

Mr. FRAME: Except the fact that the government had signified their willingness, of course, and desire to have the Olympics held in the park.

Mr. ROXBURGH: Then you cannot say, Mr. Frame, how soon this zoning will take place or what policy they are thinking about regarding this? The longer we put this off, it is bad business when it comes down to it.

Mr. FRAME: Our association is still anxious to see a zoning or classification of parks so that the public in general and all interested parties will understand for what purpose various parks are to be used.

Mr. ROXBURGH: I think you make the statement that zoning will be hard to handle owing to the possibilities of pressure being put on to extend it for example, because we need more and more. In other words, nothing definitely has been done in respect of this possibility, has there?

Mr. FRAME: No. Of course, I personally have an objection to the use of the word "zoning". I think a classification of words used which would be more descriptive of the actual use to which the areas would be put, would be better than using a zone classification itself. However, I will repeat what I said before. We, as an association, are urging that there be a zoning or classification of parks as soon as possible and that it be announced so that everybody can know what the intention is in regard to the various areas.

Mr. ROXBURGH: It will have to be very definite because, although I am much in favour of it and I feel it is necessary, there is one thing above all, and I think we are all agreed on this, that is that we have to protect our wilderness area perpetually. That is all there is to that. Whoever is going to do that must have a very strict policy that if one government changes, and another comes in office, they just cannot, through politics, make a change in that zoning. It is going to have to be very definite.

Mr. FRAME: It will have to be definite. I would say the decision with regard to what the classifications will be will require a very careful evaluation of the most competent qualified personnel available. As far as we are concerned, the problem here is to see the parks used to the maximum extent consistent with the ultimate value and maintenance of the parks and not consistent with the tourist industry or something else. We think it is the parks which are controlling this, so the problem of establishing these zones is a complex management problem and would be a lot easier if we had a similar study in Canada to the one that I referred to in my presentation concerning the national recreational resources and requirements in the United States.

Mr. ROXBURGH: Thank you very much.

Mr. DINSDALE: Mr. Chairman, I would like to compliment Mr. Frame on his statement this morning. I think it certainly justifies the existence of a voluntary organization of this kind to provide a voice for the public against the commercial interests which hitherto have been rather more vocal than the conservationist.



This statement has raised all sorts of interesting ideas. I certainly agree that we need some sort of an inventory of Canada's recreational needs and potentials. In this connection, I wonder if Mr. Frame could tell us if his group maintains any contact with the Resource Minister's Secretariat which is charged with the responsibility of examining problems and making recommendations with respect to the wide use and management of our renewable resources?

Mr. FRAME: I think Mr. Henderson might answer that.

Mr. GAVIN HENDERSON (*Executive Director, National and Provincial Parks Association of Canada*): We have an unofficial liaison with the Resource Minister's Council. I quite frequently see the secretary general and I have discussed these possibilities which you raise of stimulating their interest along these lines. Of course, I understand their hands are full at the moment with the pollution conference, but I think they are well aware of this problem and probably would like to look into it in the future.

Mr. DINSDALE: Would it be possible for a group such as yours to seize the initiative in an examination of this kind? Is that beyond your capacity?

Mr. FRAME: I am afraid it might be beyond our financial capacity.

Mr. HENDERSON: I would think it is beyond our capacity in terms of personnel too. I think what we are envisaging is a major study involving the public and private sector and many kinds of different things. I do not know if you are aware, Mr. Dinsdale, of the work of the Outdoor Recreation Resources Review Commission of the United States which has had a four year study, and I do not know how much money was spent. We may not require to set up such an enormous program as that, but we certainly need something comparable for our own situation.

Mr. FRAME: There is a summary of this outdoor recreation for America and it is a summary, I understand, of some eight or 12 volumes, so it is a massive undertaking. However, it is quite obvious that because of the similarity between Canada and the United States, a lot of the work that has been done would have direct application as far as Canada is concerned.

Mr. HENDERSON: As Mr. Frame said, our recreation resources are potentially of tremendous value economically, apart from socially. We do not realize this. We have taken it all for granted in the past, but if we are really going to make the most of our recreation resources in the future to stimulate the economy in the various parts of Canada, we have to make decisions on facts and not guess work, which is pretty well what has been happening in the past.

Mr. DINSDALE: Have you any so-called experts associated with your group? What has become of Bill Baker, for example?

Mr. FRAME: He is a member of our association. We had our annual meeting last Friday in Toronto, he was present and participated quite actively in what we were discussing at this meeting and so on.

Mr. DINSDALE: He is still working in Canada?

Mr. FRAME: Oh yes.

Mr. HENDERSON: He is also on our advisory group which is an unofficial group of advisers to our board. These are chosen from what we consider experts in the parks field generally in various parts of Canada.

Mr. DINSDALE: Do you have any contacts with the Federal Provincial Parks Conference made up of each of the provincial ministers ?

Mr. FRAME: Yes, we have participated in some of the meetings. We have maintained quite close contact with some of the provincial people and also, of course, with the people here in Ottawa. I think we try to keep up with these people to the best of our ability and have found them very helpful.

Mr. DINSDALE: Do you think that the Federal Provincial Parks Conference might not be the body that could come to grips with this problem of gradually devising an outdoor recreational policy? It is a jurisdictional difficulty because of the resource ownership conflict, and it seems to me that it is this group which has to provide the necessary co-ordination to come to grips with the problem.

Mr. FRAME: I should think that might be a very logical place for that to originate. Based on the work done in the United States, it will require the service of a lot of people who are skilled and knowledgeable in this field, both within and out of the government, I am sure, but it will require somebody to organize it and get it going.

Mr. HENDERSON: I do not think the Federal Provincial Conference as I understand it have a permanent secretariat. What we envisage requires a permanent research staff and a secretariat; it is a big thing. I think probably your suggestions might form the nucleus of getting the thing started, but the Federal Provincial Conference, as it is presently set up, is comprised of civil servants who have busy every day jobs to attend to. There has to be some permanent organization mounted on something like the Resources for Tomorrow Conference Secretariat, which was in existence for two or three years before the Conference, doing research.

Mr. DINSDALE: This is the problem. There is so much to be done in all the areas of resources that I suppose we do not have the capacity to meet all the demands simultaneously. I do hope you will continue your emphasis in this regard, which I think you expressed very well in the paper here this morning. I do not want to monopolize the Committee's time. Perhaps I will come back to some detailed questions in a moment. I think there are others who would like to ask some questions.

Mr. LIND: I would like to thank Mr. Frame for a most detailed and excellent report. It has been very enlightening as far as I am concerned.

Getting back to the Crawford Report again which was published, as you probably know, in 1960, it states at page 88:

Another source of pressure for growth is the attractiveness of the townsites for permanent as well as summer residence, both because of the location and because of the low taxes and low cost of leasing land.

At another page of this report I notice that some of these old leases were sold in 1960 for as high as \$3 thousand and \$4 thousand a lease. I realize that Ontario probably had this same problem in Algonquin Park and Rondeau Park. As this area of leasing lots and townsites seems to be one of our contentious subjects, I was wondering how Ontario handled Algonquin Park?

Mr. FRAME: I do not think Algonquin Park had the same problem that exists because I do not believe there was any townsite involved. However, as far as the cottages, leases and so on are concerned, the Ontario government simply notified the leaseholder that as of a certain date the leases would not be renewed. Surprisingly enough, the people involved, at least those to whom I talked, seem to have accepted it very well.

Mr. DINSDALE: My friend, Mr. Roxburgh, made a reference to the fact that Ontario leaseholders are different than westerners. On that point, I think I should just indicate that the problem in the west is much different than the problem in Ontario.

● (10.29 a.m.)

Mr. ROXBURGH: They have a cheaper lease out there.

The CHAIRMAN: We discussed this earlier. Mr. Lind still has the floor.

Mr. LIND: Regarding these leases for summer residence and people who are not gainfully employed in our national parks, I gather from your brief that it is your considered opinion that we should limit these as much as possible at the present time?

Mr. FRAME: It is my own feeling that the policy, as announced, of not extending these leases for cottages outside of the townsites is thoroughly sound. I do not think there is a proper place in a national park for summer cottages. As far as townsites are concerned, they pose to me, at least, quite a different situation. One could wish that there never had been any townsites within the park areas, but that is somewhat of a waste of time. The townsites are there. I think that they are probably going to continue to be there for a long period of time. I would hope that the government would certainly not permit an extension of the boundaries of the townsites beyond the boundaries that currently exist. Otherwise, I think they will probably have to be accepted as being one of the necessary evils resulting from things that took place many years ago.

Mr. LIND: Getting back to a comparison between what happened at Algonquin Park and Rondeau Park, I understand those in cottages and summer residences were notified that their leases would not be renewed after an appropriate number of years. What do you think of the present policy of releasing these at 42 years? Do you not consider this a little long?

Mr. FRAME: I do; I think it is overly generous. I do not think there is any need to carry it for 42 years. However, if that is the decision of the Department it is certainly giving every consideration that I think would properly begong to the leaseholders in the park areas.

Mr. LIND: It is generous.

Mr. FRAME: I think it is very generous.

Mr. LIND: One more question and then I will be finished. Regarding zoning, I agree with your statement that zones are meaningless because they have a way of being impermanent due to outside pressures to change them. I am interested in a national outdoor recreation policy, can you elaborate a little more on it?

Mr. FRAME: I think a national outdoor recreation policy is needed because with the expected tripling of demand over the next 35 to 40 years, just the



sheer physical problem of being able to provide areas for outdoor recreation will require first a forecast of what type of demand there will be. It will also require an evaluation of what areas we have for outdoor recreation, be they almost urban parks, be they areas of high use, or be they wilderness areas. I think there has to be an evaluation of what is available. Then, as far as planning is concerned, what is required is the matching of supply and demand so that our resources are utilized to the best advantage and particularly that those areas which have a natural inherent beauty or value are not destroyed in the process by being overdeveloped, thereby losing their attractiveness. I think it is a matter of research planning and evaluation of supply and demand.

Mr. HENDERSON: There is another factor in the need for a national policy. Outdoor recreation is rather like water; the demand flows. People are mobile; they flow from one province to another; they go from a city to a municipal park; they drive out to another area beyond that jurisdiction. So the demand on one area will affect the demand on another, and unless there is some continual co-ordination between all jurisdictions involved, the planning and the research end of it, you are going to get confusion. If it is done on a national policy with all jurisdictions co-operating and co-ordinating, a lot of this will be eliminated or eased.

Mr. LIND: May I ask one more question and then I am finished? As the urbanization of the country increases through our economic growth, do you anticipate greater use of the camping facilities in our national parks for recreation from a mobile sense?

Mr. HENDERSON: This is the trend and all the forecasts point to a much greater use this way.

Mr. FRAME: This is one of the problems. If you are going to maintain national parks there is a limit to the number of people that those parks can properly handle without destroying the parks themselves. We think this is why the planning is so essential.

Mr. SOUTHAM: I would like to associate myself with the remarks of the other members of this committee in complimenting Mr. Frame on his very comprehensive brief or paper. I am going to base my question on what I think is the most salient paragraph of this whole brief, and this is on page 13. I will read it just to lay the foundation for my question:

Outdoor recreation has become a major land use, involving many millions of acres of public and private land and many millions of dollars annually in public and private investment. It is also the basis of our tourist industry which is the third largest in Canada. Yet there is no systematic, co-ordinated research programme in outdoor recreation as there is in other fields which involve fewer people, acres and dollars. Perhaps no other activity involving so many people and so basic a part of our life has received less attention from qualified investigators and scientists.

As I said, Mr. Chairman, I think this is one of the most salient paragraphs and my question is based on this. I have privately and publicly advocated for some time a federal ministry of tourism and national parks, and it would follow through with what Mr. Henderson has just said. We seem to have a need for



increased co-ordination of all jurisdictions involving municipal, provincial and federal administrations.

I would like to ask Mr. Frame whether he thinks the time is ripe for a ministry of tourism and national parks? I tie national parks in because they are a national resource, apart from provincial, and this seems to be where the biggest problem revolves around. I was just wondering what your comment would be on that, Mr. Frame?

Mr. FRAME: I would have great concern about a department which combined tourism and national parks. Of course, they have an impact on each other. In my opinion there is a logical situation where you combine those two. If parks are going to be maintained for future generations, they have to be managed for the good of the parks to be maintained. By its definition, tourism is going to try to promote wisely, successfully, I would hope, increased number of tourists, but they do not fit basically the number of tourists that you might have. Then what is going to happen to your parks? Parks have to be administered for the sake of the parks if they are going to be preserved for future generations. If you have too many tourists who want to get into the parks for the good of the parks, then you must have more either parts or you must keep some tourists out of the parks. Otherwise, you will destroy the very thing you are trying to save.

Mr. SOUTHAM: I agree with this concept as far as the maintenance of our national parks is concerned, but I am thinking again, and it comes back to the fact, that the tourist industry in Canada is a veritable gem; it is one of our greatest resources. You pointed out, and we all know, that it is the third largest business that we have in Canada today. Yet here we find it without any co-ordination, and without any departmental head. We discussed all these problems during the last seven or eight years I have been here, but we do not seem to be crystallizing or coming to some logical conclusion. I feel we should have somebody independently responsible, as a minister, to have jurisdiction over such an important industry.

Mr. FRAME: That is as it may be. I still have a lot of reservations about one department to handle tourism and parks; I think it would be very difficult to operate under that condition.

Mr. HENDERSON: The travel bureau now, in the Department of Trade and Commerce, I understand, fosters tourism at the national level. I personally agree 100 per cent with what Mr. Frame has said, but I probably feel that there is room for some kind of continuing co-operation or co-ordination or communication between the travel bureau, if that is not the case already, and may well be. I believe there is a tourist conference where the parks administration co-operates. However, I think, as Mr. Frame said, it would be very unwise to have two agencies in one department which are basically motivated differently; there would be a constant struggle between the two.

Mr. SOUTHAM: Would you advocate a ministry of tourism and industry in itself to co-ordinate the whole problem or bring it down to one co-ordinating body leaving national park under Northern Affairs?

Mr. HENDERSON: I am not qualified to talk about tourism, sir, but I feel this should be administered by a parks administration and not by a tourist administration.

Mr. SOUTHAM: This is where the pressures are building up in Canada. We have such a gem of a tourist industry which is the third largest industry. Possibly in 1967 we will enjoy one of the greatest impacts of tourists travelling in Canada that we have ever had. Yet we do not have the necessary co-ordination.

Mr. HENDERSON: The study which we are recommending will probably look into this problem and make recommendations that will answer your question. I do not think we are in a position to say anything more.

Mr. SOUTHAM: We are missing out, as I say, on one of the greatest industries in Canada by not giving it more concern, leadership and co-ordination. I think this is the place where we should discuss it for future consideration at least. That ends my questions, Mr. Chairman.

Mr. DINSDALE: I have a supplementary. There are some provinces which have tourist ministers, including Ontario. Perhaps the solution is to have co-ordination between provincial tourist ministers.

Mr. SOUTHAM: This emphasizes my argument. If the provinces think the industry is so important that they set up a ministry, what is wrong with it at the federal level? I think we are ten or fifteen years behind in this particular field. Why should we have a Minister of Agriculture, Minister of Mines and Technical Surveys, ministers of everything and miss out on the third largest industry in Canada without giving it leadership? This is my point. I think it is something we should take under serious consideration at the very earliest moment.

Mr. ORANGE: Mr. Chairman, I would also like to associate myself with the remarks made earlier with regard to this presentation. I think, Mr. Frame, that you have done an excellent job. I do not necessarily agree with everything you have said. I think, possibly, there is an over-simplification of some of the things you have brought out here, but I compliment you on the work that has gone into this particular brief.

I would like to ask a question, Mr. Chairman, of Mr. Frame. This is with regard to resources development within the framework of the parks. There is a possibility that somewhere along the line in Canada certain of our resources, non-renewable resources particularly may be depleted. There is a possibility that within the boundaries of parks that there will be known reserves of these particular resources. That is point number one.

The second point is with regard to renewable resources, particularly the forests. I understand good forest management practices are that you remove trees that mature. I am just wondering what the stand of your association is with regard to both renewable and non-renewable resources.

Mr. FRAME: I think the matter of non-renewable resources is a difficult question to answer from this standpoint. If, as you stated in your preface to your question, Canada is at some time in the future going to run out of non-renewable resources, and there are renewable resources in certain park areas, I would assume that the basic economic interests of Canada will require the development of such resources if that condition arises. It might happen that in the event of world conflict of some kind we might need these resources, but I think it is probably a long time in the future before we will be faced with that problem.

In regard to the renewable resources, again this, to me, is a matter of a classification of the parks. Certainly in my opinion it is unthinkable that areas to be classed as wilderness areas could or would be subject to cutting of timber. That would be completely inconsistent with the establishment of wilderness areas. When you come to other areas where you are going to use certain parts of the park for certain things, where recreation uses are to be permitted and encouraged, there might need to be some actual cutting of the timber and so on. Again, I cannot give a categorical answer, except to say that it is, to me at least, dependent upon a well-known, well understood, clearly defined classification of parks, their purpose and what they are to be used for. How else can you answer that question?

Mr. HENDERSON: Mr. Chairman, may I comment on that. I would like to add to Mr. Frame's remarks in regard to this matter. As far as our non-renewable resources are concerned, we do not seem to be running out of any essential resources in Canada. I believe during the last war some exploration of mining was done, perhaps in Banff or one of the Rocky Mountain parks. I believe the only excuse whereby mining, for example, could be permitted in a national park would be in the case of a national emergency, for the time being at least.

As far as non-renewable resources are concerned and Mr. Frame's reference to extraction of timber, I think he was probably referring to sanitary cutting in case of blow downs or this type of thing which, I believe, is provided for in the national parks policy. However, I think what our association wants to make very clear is that a national park is a resource in itself. There are no resources in national parks as we think of ore or trees. The park itself, as a complete ecological unit, is the resource, and I think this is the idea we have to get across. Because there are mature trees standing in parks, we must not consider that they are being wasted like the forester considers in normal operations. At the moment, we have a surplus of timber in Canada. Our problem is with markets, not with finding timber to cut, so I think it is quite unreasonable to even think of cutting timber in any national parks for commercial purposes.

Mr. ORANGE: Mr. Frame, with regard to recreation areas, this will be the area which will have high utilization in terms of people. As I understand your presentation, your views are that the wilderness areas are to be retained in their natural state because of ecological reasons. What concerns me is the fact that you say, for example, the tourist industry is growing and the parks are not able to accommodate the tourists under present conditions; that tourists should be kept out of the parks and therefore Canadians may possibly be denied access to these recreation areas such as ski resorts, golf courses and other things with which they may not have the opportunity of availing themselves in other parts of the country. At the same time you are asking that there be a study on the use of parks. Would you visualize that this study would see the further development of recreation areas as pressures demand?

Mr. FRAME: Almost certainly it would. I think if this national recreation area use were studied, you would be able to determine, with reasonable accuracy, what the demand would be for various types of recreational areas and then these areas could be provided. It most certainly would require additional parks to be established.



Mr. ORANGE: Or expansion of the recreation areas within existing parks?

Mr. FRAME: Any individual park can only stand so many people in the park. If you exceed the proper number of people in a park, you destroy the park itself, even for recreational purposes. When I talk about recreation, obviously I am not talking about a Coney Island sort of thing; I am talking about the ability to enjoy what the park offers in the way of scenic values, historic values or something like that. Obviously, there is a limit to how far any one area can be developed without destroying the very inherent value which the natural area provides.

Mr. ORANGE: I suppose this is already a problem at Yellowstone?

Mr. FRAME: That is correct. It has been a major problem for the parks almost every place.

The CHAIRMAN: Mr. Mather has another meeting at eleven. He would like to ask a question and I hope the members of the committee will allow him to do so now.

Mr. MATHER: Thank you, Mr. Chairman. I have just one question. Having in mind what Mr. Frame has said about the need to establish more national parks and also the pressure on the existing parks growing with the population, traffic and so on, I wonder if he would comment on the situation in Ontario or southern Ontario where I have heard there is a great lack of these facilities?

Mr. FRAME: There are no national parks in Ontario, as you know.

As an association, we would like to see national parks in every province so that the citizens in the various provinces will have the benefit of being fairly close to national parks. However, to be perfectly truthful, in the sort of planning that we have recommended, the planning for the use of recreational resources, your provincial parks fit into the same scheme just as well as do the national parks. There may be some difference of opinion as to how provincial parks are being operated and so on but, nevertheless, to the average man a park is a park whether it be a provincial park or a federal park.

Mr. HENDERSON: May I say something, Mr. Chairman? In Ontario, of course, we have two large wilderness parks, namely Algonquin Park and Quetico and Lake Superior too which could be national in one way, but policy between the federal policy and the provincial policy makes differentiation. Ontario's policy towards parks of all categories allows some resource exportation; there is cutting of trees in all these. There is one difference. They are primarily recreation parks, although I think we feel that some of the larger parks like Quetico and Algonquin should have valuable wilderness characteristics which should be recognized as such, but the essential difference between the province's administration of the parks is towards resource development.

Mr. ROXBURGH: I doubt that you would have the necessary overall rules and regulations in a provincial park to control the wilderness area to remain as it is no matter what the pressure is. In other words, I believe this would be harder to control provincially than it would federally, is that not so?

Mr. HENDERSON: Yes. I would like to go back to the reference about recreation areas. We feel, and in our statement I think we try to make this clear, that to satisfy total recreation demands such as golf courses, tennis, roller skating, these are needed recreational activities and they have got to be met,



but let them be met in the proper places by the proper jurisdictions. Just because the national parks are large does not mean we should open them up to all these kind of activities. The provinces have a responsibility. In Ontario and British Columbia particularly they are doing a tremendous job satisfying this type of recreational activity. National parks have a different purpose. Another value of national parks versus provincial parks is that they are supposed to be the best kind of the landscape representative of Canada for the benefit of all Canadians, whereas provincial parks are mainly recreational and do not look at it in that particular way.

Mr. MATHER: I have one final question, Mr. Chairman. I was wondering how your association feels about the degree of co-operation between the national and provincial parks. Is there an avenue there that should be explored or improved?

● (10.56 a.m.)

Mr. FRAME: First, there is a real effort being made on the part of the provincial and national parks people to get together. I was privileged to give a short talk before a recent such meeting between the provincial and dominion people here in Ottawa. As a personal observation, I would like to say that it is quite easy to get the co-operation between those people who are professionals in the parks field. When you get to the political level, the co-operation leaves a little to be desired at times.

Mr. HYMMEN: Mr. Frame, I would like to congratulate you on your presentation. In the last page of your brief you raise a challenge to analyse the recreational demands of our people, to plan open spaces to fit that need while there is still time. You suggest, of course, that this means co-operation on a national level, on a provincial level and on a municipal level. There is a great deal of concern about recreation—I have had something to do with it—probably because of the reduction in working hours and the need of the people to make the best use of their leisure time. I know at the municipal level there has been some indication that parks which provide open space, and recreation which provides the use of that open space should be amalgamated. I think this suggestion is an excellent one. I do not think it is insurmountable, but it is a much deeper suggestion than would appear on the surface in regard to national parks. It takes in so many areas of responsibility.

Mr. Dinsdale mentioned the conference resource ministers; Mr. Southam mentioned tourism. Tourism, of course, is a very important industry but it is secondary. The main concern, which is the utilization and the well being of our human resources, is an entirely separate matter.

You mentioned the province of Ontario and the province of British Columbia. I can only admire your province of Ontario. Recreation comes under the Department of Education. Provincial parks come under lands and forests. Tourism comes under another department altogether. The question I was going to ask you is, has your association had discussions with the various provinces regarding the importance of making such a survey or analysis? Are they interested in proceeding in this connection?

Mr. FRAME: To answer your question as briefly as possible, we have not as yet approached the provinces in regard to this evaluation of our outdoor recreational resources and our future needs. At our annual meeting, which was

held last Friday in Toronto, the association members who were present instructed their officers to do what they can to promote this idea. We will be working in that direction, I am sure.

Mr. BASFORD: Mr. Frame, last week Mr. Clarke, the President of the Jasper Residents' Association, put before the Committee some complaints about accommodation in the western parks, Jasper and Banff particularly in which it was alleged that there was not sufficient accommodation and the Department was somewhat dragging its feet in making provisions for increased accommodation within the townsites. I was wondering if you would like to comment on that?

Mr. FRAME: I am not competent to make a statement as to whether the accommodations are adequate or not. However, I would like to repeat a statement which I previously made. As far as our association is concerned, the amount of accommodations provided within a park are determined by the ability of the park to absorb people, not the number of people who want to get into the park. It is only by such control that the parks will be preserved for future generations. All I can say is that since I do have a very high opinion of the calibre of the people we have in Ottawa in our Parks Department, I would be inclined to accept their judgment as being professionals against the judgment of other people who may be looking at it for other basic reasons. That may not be a very good answer, but it is the best I can give you.

Mr. BASFORD: You also say on page 5 of your brief, that you want to repeat that the major objective of your association is to encourage the use of parks by people, which necessitates the provisions of proper and adequate accommodation.

Mr. FRAME: Up to the ability of the parks to support.

Mr. BASFORD: Does your association have a view or a position on whether the provision of accommodation should be private or a public development?

Mr. FRAME: Again, I would have to answer the question by saying that I think our association would be inclined, on the face of it, to accept the judgment of the professional park managers who are charged with the responsibility of developing the parks and who, I think, know most about it.

Mr. BASFORD: As I understand the present policy, the Department, in its wisdom, makes available land for the development of accommodation and then it is a private business decision whether that accommodation is actually built. I am wondering if your association has examined the question of whether that accommodation should also be built by the Department?

Mr. FRAME: We have not, as an association, considered that. My own personal feeling is that in so far as possible the facilities should be a private venture where such private ventures can provide the service of the type and at a cost which would be reasonable. As an individual, I would always prefer to see, in most cases, a private venture rather than government engaging in more and more activities.

Mr. BASFORD: Is this not the area where the essential conflict develops in parks that is between the private developer and the public interest?

Mr. FRAME: That, of necessity, would not have to be so at all. I would think the choice on individual set up would be his judgment as to whether he could make any money out of it.

Mr. GUNDLOCK: May I ask a supplementary question here, Mr. Chairman?

You mentioned in your brief that at some point there would no longer be any permanent residents other than park employees. If you are going to let private enterprise develop this sort of thing you are now talking about, then do they have to commute?

Mr. FRAME: No, not of necessity, because they would come under the classification of providing necessary service to the park.

Mr. GUNDLOCK: If they provide that service then you would advocate that they should be allowed permanent residency?

Mr. FRAME: They would have residence, presumably, in connection with the facilities they were servicing.

Mr. GUNDLOCK: Do they have to live in a motel or gas station, or do they have a cottage or a home?

Mr. FRAME: You are going to get me into areas on which I am not qualified to talk.

Mr. GUNDLOCK: This is one of the great controversies.

The CHAIRMAN: Mr. Basford, do you wish to continue?

Mr. BASFORD: Yes, I have several more questions. I take it, then, that that was a personal view of yours on the public versus private development? Your association has no position on it?

Mr. FRAME: That is a personal point of view.

Mr. BASFORD: I notice on page three of your statement you say:

"It is true that the legislation is quite general and probably needs strengthening".

Would you like to give the committee the benefit of your views with respect to which areas need strengthening?

Mr. FRAME: If you read the policy statement, while it reads very smoothly and so on, it is obviously slightly open to a great many interpretations. I do not think that I am prepared to say what changes I would like to see in it, but I will say that I certainly think it could be strengthened by a little more actual definition of what is meant instead of, in some cases, the generalities that are present there now. However, I do not think I am able to state specifically what I think they should be.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, I apologize for being late, but my plane did not get in quite as early as I had hoped. I would like to ask Mr. Frame, first of all, whether or not he feels his association is an arm of the government?

Mr. FRAME: We are not.

Mr. HORNER (*Jasper-Edson*): You mentioned in your brief that you were established by a grant of \$20,000.

Mr. FRAME: That was a founding grant.



Mr. HORNER (*Jasper-Edson*): Has the Department acted as agents for your association in distributing literature on your behalf in our national parks?

Mr. FRAME: I believe that we did at one time send out a folder encouraging membership in our association through the parks people.

Mr. HORNER (*Jasper-Edson*): I notice that your board of trustees has on it two Albertans. How much knowledge does the rest of the board have about the national parks situation in Alberta? I preface this by saying that we were touching on the primary problem in the controversy over the national parks just a moment ago when Mr. Gundlock was asking you about this. What are the qualifications of your board trustees in regard to the nature and area of the three national parks in Alberta?

Mr. FRAME: First, I should bring you up to date on the matter of trustees since we had an annual meeting last Friday and there were some changes made in the trustees. In addition to those names, which I assume you have, I would like to tell you that as of last Friday the following people became trustees. There was Senator N. A. M. MacKenzie, Mrs. Plumptre who is President of the Canadian Consumers' Association, Professor Nelson of the University of Alberta, Mr. Jack Williams of the Canadian Labour Congress, Mr. Colthorp who is Superintendent of the Consolidated Mining and Smelting at Yellowknife, and Mr. Bryan M. Benitz of Toronto. The people who are no longer trustees, for various reasons, include Mr. Crabtree from Montreal, Mr. Jacques de Billy from Quebec, and Mr. Eric Harvie of Calgary would not stand for re-election.

Mr. HORNER (*Jasper-Edson*): I would like to ask one further question about your organization itself. How many attended your annual meeting?

Mr. FRAME: Somewhere around 23, I believe.

Mr. HORNER (*Jasper-Edson*): To get back to your submission with regard to policy. Again, I would like to preface something in so far as the interpretation of the National Parks Act, is concerned. We in Alberta and those of us who have been speaking up for the residents in the national parks out there have no quarrel with the basic idea and concept of the national parks, but your brief and your association has, apparently, missed the entire point of the controversy which Mr. Gundlock was just going to bring up.

We have three major national parks in Alberta and I think you will agree that this is where the controversy is. These parks are all on major transportation network. You say that you are going to limit the usage of a national park by the amount that they can absorb. How are you going to stop people from going through Banff, Jasper or Waterton? Are you going to say to certain people, "You cannot stay here; you cannot come into our park?"

Mr. FRAME: Actually, of course, what could be done and is already being done in national parks in the United States, is that in order to take advantage of the facilities in the parks they require advance reservations and so on.

Mr. HORNER (*Jasper-Edson*): I have a further question along this line. You agreed a moment ago that you are going to have some permanent residents in these parks. The problem is the question of townsites in our national parks. Has your association any idea as to how these townsites should be operated? Do you have any thoughts in regard to whether these people should have the same rights as you have as an ordinary citizen in Canada?



Mr. FRAME: Certainly we did not express any opinion with respect to what rights should be inherent to residents in the townsites in parks. I did state that it was a fact of life, albeit unfortunately, that there are townsites within parks, but they are there. I do not think we are in a position to express an opinion with regard to what rights the residents of these townsites should have. We are very willing to talk about summer cottages outside of townsites.

Mr. HORNER (*Jasper-Edson*): The summer cottage issue in Alberta is not an issue at all. The issue is strictly about people living in towns in national parks and they have no rights. This is the basic issue. I would like your opinion as to what should happen to the Banff School of Fine Arts or the proposed School of Fine Arts that some people are trying to get started in Jasper? Do you agree with the Department that they should get rid of this?

Mr. HENDERSON: May I answer this question, Dr. Horner? I was not aware that the Department had suggested that the Banff School of Fine Arts be done away with.

Mr. HORNER (*Jasper-Edson*): On a number of occasions they said, "Get rid of the Banff School of Fine Arts."

Mr. HENDERSON: I have never seen an official pronouncement of any suggestion that the Banff School of Fine Arts be eliminated.

Mr. HAIDASZ: Mr. Chairman, could I interrupt to ask a supplementary question? Perhaps we could clarify this matter this morning by having one of the officials from the Department give us the declared policy about the future of the Advanced School of Fine Arts?

Mr. J. A. MACDONALD (*Senior Assistant Deputy Minister, Department of Northern Affairs and National Resources*): The Minister, in his arrangements with the Banff School of Fine Arts, has indicated that the Banff School of Fine Arts will get a lease which will provide for its continued occupancy so long as it is continued as the Banff School of Fine Arts. He has offered the school an additional acreage of land to provide for its expansion to perform its basic function as a School of Fine Arts in return for an agreement with the School which, I believe, is to be met that it will be continued as the Banff School of Fine Arts and not enlarged as a university or other not now established purpose. At no time has there been any suggestion that the school will be removed.

Mr. HENDERSON: I think our association thoroughly supports that—

Mr. HORNER (*Jasper-Edson*): The Banff School will not be expanded?

Mr. HENDERSON: There are many things, Dr. Horner, that are like mother love, that everyone is for, but just because parks are large does not mean that they should be crammed full of all these things that we all thoroughly support, like education. We do not feel that a university or a large establishment of that kind, is proper for this type of thing. It is there, as the townsite is there. Our association would never recommend, and as Mr. MacDonald has just said, we are not aware that the government has ever proposed, that this school be eliminated.

Mr. HORNER (*Jasper-Edson*): I would like to go on record, just to clarify something, that the Director of National Parks in the Department told myself, Mr. Woolliams and Mr. Gundlock, in the former minister's office exactly what I

have said, namely that they would like to get rid of the Banff School of Fine Arts.

Mr. MACDONALD: Mr. Chairman, in case my answer was misinterpreted to say that the Banff School of Fine Arts would not be expanded, I should make it clear that the Minister has offered the school ten additional acres providing for a considerable expansion of the physical plan. I did not want my answer to be misinterpreted.

Mr. HENDERSON: Mr. Chairman, I would like to talk to Dr. Horner again concerning this matter which he brought up with Mr. Frame about keeping people out of the parks. This is not our intention at all. We do feel, especially in Alberta, that Albertans are highly privileged. The residents of British Columbia and Alberta are the only people who live near the mountains. The whole populations have national parks provided right on their doorstep. This is something which the rest of us do not have. In our view, the province of Alberta should be greatly expanding its provincial parks system to take care of the recreational needs of its people of the type you suggest, like golf courses and other things.

Mr. HORNER (*Jasper-Edson*): I have not suggested that at all.

Mr. HENDERSON: This question has been brought up that if we bring more people into the parks, the province should fulfill its responsibility. I think there is a great feeling to the effect that because parks are large they should be filled up with all kinds of activities which do not necessarily belong there.

Mr. HORNER (*Jasper-Edson*): Your association is quite aware of how large these parks are?

Mr. HENDERSON: Quite.

Mr. BASFORD: Mr. Chairman, I would just like to clarify something. Dr. Horner was getting something on the record and he used the words "our former minister". I would just like to clarify who he was talking about.

Mr. HORNER (*Jasper-Edson*): Mr. Dinsdale.

Mr. BASFORD: I was not sure. You just said "former minister".

Mr. HORNER (*Jasper-Edson*): Perhaps I might ask two or three more questions. In regard to this concept of classification, which you have put forward in your brief and also put forward in your January issue of your *Park News*, I fail to see the difference between your so-called classification and the proposed zoning in the national parks. When I talk about zoning, I am referring to service centre recreational areas and wilderness areas. What is the difference between that concept and your concept of classification?

Mr. FRAME: It is really a matter of semantics. Some of us feel that if a name, more indicative of the use to which the particular area was to be put, was used rather than the term "zone", that it would aid in the public understanding of what is trying to be done. However, it is a matter of semantics; I will agree with you.

Mr. HORNER (*Jasper-Edson*): What would be your view if we took these townsites, or an area that includes the townsites, and removed them from the national parks and gave them back to the province of Alberta for administration so that these people would have all the rights that other citizens in Canada have?

Mr. FRAME: I am sure our association would object quite violently if that proposal were made.

Mr. HORNER (*Jasper-Edson*): Why?

Mr. FRAME: Simply because the townsites are within the park confines, and it is our considered opinion that all matters within the park confines should be under the basic administration of qualified parks administrators.

Mr. HENDERSON: Mr. Chairman, were these parks not set up with the approval of the Alberta government?

Mr. FRAME: Banff was set up.

Mr. HENDERSON: Banff was, yes, but I mean this was in agreement with the province, as I understand it. I may be wrong.

Mr. HORNER (*Jasper-Edson*): Further along the lines of the wilderness concept which, in my opinion, has been over-emphasized; if anybody says anything about the development of our national parks, he is branded as a Coney Islander regardless of what his views might be on it. I would be interested to know whether your association was in contact with the International Olympic Committee prior to the awarding of the 1972 Olympic Games?

Mr. FRAME: Yes.

Mr. HORNER (*Jasper-Edson*): What was your submission to that Committee?

Mr. FRAME: Our submission, basically, to that Committee was that we felt it was inappropriate to hold such a competitive event as the Winter Olympics within the confines of the national park. May I say that we later modified that position by suggesting that if the government would follow our suggestion of a public classification of parks and classify certain areas for recreational use which would include the areas where the Olympics would be held, we would withdraw our objections.

Mr. DINSDALE: Mr. Chairman, I think this was the original intention when it was agreed to hold the Olympics in the Banff National Park.

Mr. FRAME: It may have been the intention, but it was never so publicized.

Mr. DINSDALE: I made many statements to that effect, Mr. Chairman.

Mr. HORNER (*Jasper-Edson*): I think this is a question of semantics too, then, that you were backing up because of pressure from other people. Do you still believe it would be a tragedy and a black mark for Canada to allow Banff National Park to be used for a purpose such as the Olympic Games?

Mr. FRAME: I still think it was a mistake to nominate Banff National Park proposed site for the 1972 Winter Olympics, considering that there are other areas in Canada where the Winter Olympics could have been held satisfactorily. However, since the government had already formally taken the position that the invitation to hold the Olympics in the park would stand, our association then said, "If you are going to do that, at least classify this particular area as something instead of a general national park; classify it as a recreational area."

Mr. HENDERSON: By the way, this suggestion was because of the whole national park movement in the world. In its policy, the United States specifically forbids competitive events such as Winter Olympics. Canada and the United



States were the two leading countries behind the establishment of the national parks movement which has spread to over 60 countries. Our feeling and the reason for our objection was not a question of how much damage would be done to the park; it was a question of principle and Canada has been setting an example of national park management throughout the world.

We do feel, as Mr. Frame has said, that this area of the townsite and perhaps some other parts of the park adjacent to it are already recreational areas in fact, if not in name. We were suggesting that we should call them what they are or are likely to be and then we would be prepared, regretfully, to go along with it. If other safeguards had been promised by the government, which we asked for and were not forthcoming, we would, as Mr. Frame says, have gone along with the decision to hold the games, but not if it remained in the national park. You cannot ask conservationists to accept that. That was our objection.

Mr. HORNER (*Jasper-Edson*): Just one or two more questions, Mr. Chairman, and then I will be finished. Have you received and read the brief from the province of Alberta with regard to these national parks?

Mr. FRAME: Yes, sir.

Mr. HORNER (*Jasper-Edson*): I take it you do not agree with their brief?

Mr. FRAME: I thought it was the most naive presentation that I have ever read.

Mr. HORNER (*Jasper-Edson*): I disagree with you. One further question. When was the last time that you or your executive director or your trustees visited the national parks in Alberta?

Mr. HENDERSON: I was there six weeks ago.

Mr. FRAME: I was there last fall.

Mr. HORNER (*Jasper-Edson*): I have no further questions.

Mr. BASFORD: I take it from what Mr. Frame said that the present government, and I presume the preceding one, did not accept your recommendations with regard to the Olympics and in fact supported the application on both occasions?

Mr. FRAME: The application was supported by the government.

(11.25 a.m.)

The CHAIRMAN: Are there any further questions?

Mr. DINSDALE: Mr. Chairman, in the brief, Mr. Frame has pointed out the urgent necessity for establishing additional national parks. I am wondering if the association is in opposition to suggest where some of these parks might be established?

Mr. FRAME: At our meeting last Friday we passed a resolution suggesting that an area in the Northwest Territories, north of the 60th parallel, in the general area of Artillery Lake, be established as a national park. Otherwise we have not as yet been able to go beyond that.

Mr. DINSDALE: Have you made any suggestions for Ontario?

Mr. HENDERSON: We have discussed several areas which, in our view, should be parks, but we have not gone on record with the government. As you know, of course, this has to be with the provinces taking the initiative, but we would



like to see a national park on the west coast, a Pacific coastal park. We would like to see a national park, if there is such a possibility, of original prairie. I do not know if that is possible. We would like to see a major park on the Canadian shield in the northern part of Ontario. We would like to see a national park, for national reasons, in Quebec, and we would like to see another national park on the Atlantic coast. We have Prince Edward Island, but that is more or less a recreational area now. We would like to see a major national seashore park, and perhaps another one in Newfoundland: These are unofficial things we have been discussing without any formal representation. Of course, this would have to be a provincial initiative.

Mr. DINSDALE: Mr. Chairman, the Canadian Audubon Society has been active in this area and one of their great schemes was new national parks for the centenary. Do you have any liaison with this group?

Mr. HENDERSON: Yes, we are very close with the Audubon Society; we support them.

Mr. DINSDALE: How do you cross fertilize?

Mr. HENDERSON: Unofficial contact. We have extremely good relationships. One of their members, who is an expert in the parks field, is on our advisory board. I do not know if I should mention this, but he is in the room at the moment as a guest, Dr. Pimlott.

Mr. DINSDALE: This is a very good point of contact.

Mr. BASFORD: I have a supplementary question, Mr. Chairman. Has the association any ideas on how to encourage and promote the provincial governments' initiative in dedicating areas for national parks.

Mr. FRAME: This is a matter that was under consideration at our annual meeting last Friday. One of the recommendations made and adopted by the meeting was that an investigation be made into the rather restrictive situation existing today, which requires the provinces to acquire the land and provide access roads for the parks before they can be turned over for national parks. We suggested that it would be advisable, in our opinion, if there could be some sort of a cost sharing arrangement whereby this would not put that entire burden on the provincial governments for the establishment of additional national parks. This is one item which we think could be improved over the present setup.

Mr. HENDERSON: In connection with Mr. Frame's remarks, the "roads to resources" program, which is already a federal cost sharing program with the provinces, we suggested that this be extended to cover roads to parks; in other words, thinking of parks as a resource and of economic value.

Mr. BASFORD: I am thinking, Mr. Chairman, of my own province where, starting from Mr. Lesage when he was the Minister and down through Mr. Dinsdale and Mr. Hamilton and the present Minister, the federal government offered to develop Garibaldi Park as a national park, which it would be except for Premier Bennett's pig-headedness and stubbornness. I am wondering if you have any suggestions with regard to how that could become a national park so that it could be developed with the \$10 million that all governments have offered to spend on it as a national park, and that it could become useable to the citizens of British Columbia when it is now almost going to waste?

Mr. FRAME: It seems to me that that is primarily a question to be resolved by the voters of British Columbia.

Mr. BASFORD: I hope the Canadian press will take note of that.

Mr. ORANGE: A supplementary question, Mr. Chairman, with regard to the recommendation made last Friday that a national park be developed in the Northwest Territories in the area of Artillery Lake. I just wonder how much research has gone into this particular area as possibly being the best site for a national park?

Mr. FRAME: Actually one of our trustees, who is intimately familiar with this area and has travelled through it extensively, gave our members an opportunity to see, in the form of pictures, what the area involved. He gave us quite an account of the wildlife that was present there and what could be achieved by establishing this area as a wilderness area. I really think that while we were very careful in our recommendation not to attempt to delineate the magnitude of the park, we simply said that the park should be, obviously, north of the 60th parallel, in the vicinity of Artillery Lake with the expectation that the professionals in park determinations, the planners and so on, would be able to do a better job than we could of delineating what the actual frontiers of such a park should be.

Mr. ORANGE: Did one of your trustees, Mr. Jake Colthorp, attend your meeting?

Mr. FRAME: Yes, he was there.

Mr. ORANGE: Was he in support of this Artillery Lake?

Mr. FRAME: He seconded the motion.

Mr. ORANGE: I was curious to know whether he was ready to move some of his exploration camps into the area.

Mr. FRAME: He seconded the motion suggesting that this be set up.

Mr. HENDERSON: This particular area, as we were told at the meeting, is where some rivers flow into the Arctic Ocean, some flow west and some flow south, so this makes it particularly interesting from that point of view apart from the wildlife that is there.

Mr. ORANGE: Such as migration trails for your cariboo.

Mr. FRAME: We talked about the cariboo, the muskox, the bear and grizzly.

Mr. ORANGE: However, I have a further supplementary question. It seems to me that the association has a contradiction in terms. They are suggesting that more national parks should be established in Canada, which I agree should happen. But, on the other hand, they seem to say these national parks should be restricted in their use. You say the values of national parks are cultural, scientific, educational and inspirational. This is right in your statement here. I am just a little curious as to how you equate one with the other the use of a national park for the general good of the Canadian population. I am still convinced that national parks are important for recreation, as you have said yourself, and yet you say that as a conservationist you are concerned that the parks be kept in a natural state. I believe that Canadians do not necessarily want the Coney Island type of national parks, but they want national parks as play areas where they can go and spend their time. I do not think there are too

many Canadians interested in wandering across trails and what have you; I think there is a small percentage of people interested in this. I believe the majority of Canadians prefer to have their national parks as areas of planned recreation in a form which meets their own needs.

Mr. FRAME: I thoroughly agree with you.

Mr. ORANGE: I think there is a contradiction of terms here.

Mr. FRAME: I do not think there is a contradiction, if I might say so. As president of this association this is one of the problems that I have run face to face with ever since I have been involved in this movement. The word "parks" means so many different things to so many different people. The truth of the matter is that there are several kinds of parks, all of which might be part of one national park. You do have the wilderness areas which should be maintained as wilderness areas. You do have scenic areas; you do have, to some degree recreational areas. All these various areas require different handling, different planning, different facilities. There should, obviously, be at least an absolute minimum of man made facilities in wilderness areas. I do not think anybody would argue with that. However, on the other hand, the scenic areas where you have a mountain peak or waterfalls or where you have something of that type you need to have a different kind of a park where you do have facilities where people can drive through for a day or a weekend or a week, and where there is accommodation to live and so on, up to the capacity of that area to support that many people without destroying the very assets which you are trying to promote. So, national parks or parks of any kind are not just all the same kind by any manner or means. They have to be treated differently. They require professionally trained people to manage them and so on to get the maximum out of them. If it sounds as though we are talking about different things at different times, we are because parks are different; various kinds of parks are different.

Mr. HENDERSON: I think, Mr. Chairman, our association could go on record as thoroughly supporting the very competent staff of the professional people of the Department. They are probably understaffed and, as we said in our statement, there needs to be more research into such questions as, what can the land itself stand, how many people can you put into a particular area? I believe we support the government's present policy of having service areas in inconspicuous places where they do not conflict with the scene. There is probably a great deal of opportunity for developing Banff, Jasper and several more parks to a far greater extent than they have been developed to date. However, this development must be done professionally and on the basis of facts obtained through research and by professional people, and not just because someone wants to put a motel at a particular site because it is going to attract a great many people.

Mr. ORANGE: Therefore, the association's opposition to the Olympic Winter Games was not the use of the park for winter games necessarily, following what Mr. Frame has just said, but the fact that there has not been this delineation of areas and the overall study made with regard to the national parks, as you have suggested.

Mr. FRAME: Plus the fact that—and now I speak for myself personally—I have grave reservations of holding competitive events in a national park of any



kind. I can very readily accept in my own mind the principle of their being appropriate ski lifts and ski tows and so on in Banff for the use of the people who go there, but it is a little difficult for me to equate that with such a massive event as the Winter Olympics. Our association said they would go along with this thing if this area of the park was classified for recreational purposes. I would have been unhappy with it anyway, truthfully.

Mr. ORANGE: This is obvious from your general remarks.

Mr. DINSDALE: Mr. Chairman, I was interrupted by a series of supplementaries.

Mr. ROXBURGH: You should not have asked such an important question.

Mr. DINSDALE: We are back to this recreational problem and I think Mr. Henderson quoted the "roads to resources" program as providing perhaps a suitable formula for taking the initiative in this regard. I wonder if it would not be more appropriate to follow the pattern established by the camp ground picnic site sharing formula to establish federal initiative in encouraging provincial governments to establish provincial parks which, unashamedly, are dedicated to providing the recreational needs which are urgently required by our population.

Mr. HENDERSON: These are things which I must say we have not discussed as an association, but I agree with you personally that we have got to try to steer the kind of recreation that is demanded where they can be best fitted, and we have been operating within a certain framework up to the present time. However, there is no reason why this framework should not be re-examined to make it more effective for today's opportunities and demands. Perhaps the federal government should take a new look at how it can assist in this way. We have not, as an association, formulated any opinion; that is just a personal opinion.

Mr. DINSDALE: The camp ground and picnic site program was to tackle an immediate and urgent need, namely that people travelling along the highways required places to stay. However, this is pretty well completed now and I think it would be helpful if the same formula were applied to meeting this broader need of provincial parks, recreational parks and also making parks available for every urban area, because in this age of leisure time every city needs a suitable recreational park.

Mr. HENDERSON: Again, would this not be something that this study which we are recommending would look into, and make particular recommendations regarding it?

Mr. FRAME: I think we need an overall plan in Canada with respect to where we are going to get outdoor recreational facilities covering a period for the foreseeable future.

Mr. DINSDALE: The ministers of the federal and provincial governments get together regularly to try to cope with these problems. I hope that you gentlemen will request permission to appear before them and state some of the things which have been said here this morning.

Mr. FRAME: We believe that this is a fundamental approach to this very serious problem which is coming up.



Mr. DINSDALE: Mr. Chairman, I would like to come back to this problem of communication raised in the brief. My friend, Dr. Horner, speaks on behalf of the people of the mountain parks who have a genuine grievance with respect to their peculiar problem. My friend, Mr. Roxburgh, mentioned that the westerners have a slightly different viewpoint in this respect and this is quite true.

Mr. BASFORD: Westerners are quite different and thank heavens for that.

Mr. DINSDALE: There is a problem with the mountain parks, and, to a lesser extent, the prairie parks have no permanent townsites and therefore their problem will be dealt with over a period of time much more simply than the mountain parks. Would it not help to open the channels of communication if you were to include some of the spokesmen from these areas in your board of trustees? We had Mr. Clarke before us the other day and I thought we had a very useful discussion. He was quite reasonable and agreed to the fundamental viewpoint with respect to differentiation between national and provincial parks. As I look at the board of trustees here I am just wondering whether anyone is included on the board who holds a responsible position as spokesman for Banff, Jasper or even Riding Mountain National Park. Would it be possible to have someone—

Mr. FRAME: I think it would, and speaking now on a personal basis, I would welcome the inclusion on our board of trustees some people who have taken, at times, quite violent issue with some of our recommendations and so on. I am not at all hesitant about encouraging controversy within the association itself.

Mr. DINSDALE: I think the discussion has been carried on through newspaper headlines. It is pretty hard to communicate on that level.

Mr. HENDERSON: We have invited Mr. Colthorp who is a mining man. We are opposed to mining in our national parks, but we feel that we need to have representation from the mining industry on our board.

Mr. DINSDALE: However, as Dr. Horner keeps pointing out, the major problem is in Banff and Jasper because of the permanent townsites and the failure to establish an administrative setup which deals adequately with this problem.

Mr. HENDERSON: I can assure you that we will do everything we can do to improve communication.

Mr. FRAME: I think your suggestion is one which I certainly intend to give some thought to.

Mr. GUNDLOCK: Mr. Chairman, a few moments ago Mr. Frame suggested that he would agree to permanent residency under certain conditions. There is mention made about capacity of parks, and I am speaking now of the mountain parks and I would like to mention Waterton too, which is rather small but it is there and has the same problem. You said also that you are violently opposed personally, and probably your association, to the holding of competitive sports in the park. I am not taking issue with that; you have your reasons, and I see nothing wrong with it. However, the point I would like to have you comment on is this: The government itself supported the bid for the Olympics. Had the Olympics come to the park, it would have brought a great expansion, although perhaps not permanently but some place, and the big argument is for expansion in these parks, for development.

The government recognized this fact and even went so far as to offer assistance to develop Banff for the Olympics. I feel that in doing that the government has recognized that this particular area—and there are many more areas of the same kind—could be developed. I think, in this Committee, Mr. Chairman, a few weeks ago it was readily admitted by the parks people themselves that this could be done without harming the parks. If that is so, then there must be a good deal of room for development or expansion, or however you want to put it, to probably meet at least the immediate needs of those of us who are particularly concerned. This does not necessarily apply to us because if you stand at a park gate you can count about as many licences from Ontario and probably New York and Tennessee as you will from Alberta in the summer visiting period. This fits right into what you already suggested, namely a study. Would you go along with the government's idea then that there is room for expansion and development, probably in a recreational sense rather than in a national parks sense, to that kind of planning, at least as far as the government foresees such kind of development?

Mr. FRAME: Yes, indeed. As far as we are concerned as an association, we recognize that there are either parks or portions of parks which are now and should continue to be developed for recreational purposes. We support this provided that the amount of such development is in accordance with a proper plan as to the ability of the area to support it. We, as an association, believe that we need recreational areas in parks, and we need more recreational areas than we now have.

Mr. BASFORD: With the greatest respect, Mr. Frame, I would like to register a different view in so far as the holding of competitive events are concerned. It seems to me that in the western mountain parks we have some of the finest potential ski sites in the world which are probably only going to be developed properly under the impetus or force of their ability hold competitive events. It seems to me that we must work out a policy in order that competitive events can be held in the national parks which, in the western mountain region, occupy so much of the valuable skiing area.

I have been to Switzerland where the mountains are fully developed and utilized, and I do not really see any detracting to the beauty of their mountains. It seems to me we should be able to do the same thing in Canada, but we are not going to do that if those resources are developed for the holding of competitive events.

Mr. FRAME: Of course, I suppose this is what makes a horse race. I do not agree that national parks are an appropriate place to hold competitive events. You do. I cannot say much more except that there is this difference of opinion.

Mr. BASFORD: I suggest to you the possibility that if you are not going to allow competitive events in the western mountain region, you are going to handicap very materially the ability of the western mountain area to develop ski sites which are suitable for competitive events.

Mr. HENDERSON: Mr. Chairman, we are not opposed to the development of provincial parks, and I think we would have gone on record as thoroughly supporting Garibaldi for the Olympics if the Vancouver committee had been successful. We are not against the development of skiing areas in the mountain

parks, but we feel that there are other places for this recreation than the national parks.

We are not against the government's proposals for its development program. This visualizes an expansion of what has already been done, I believe, and it has been visualized on the basis of projected needs and what the area will take without damage. I noticed the other day that the *Calgary Herald* editorial called for the establishment of winter recreational facilities outside Banff National Park, in parts of the Rocky mountains that are in the province. This is something that we were very interested to hear because we have always pushed for this idea and we have always been told that there is no such area. However, the *Calgary Herald* has admitted it now and is calling for private enterprise to get busy and do something about it.

I do not see why Banff should be chosen for unlimited recreational development of these competitive sports. We are for the kind of development that is being done now under the government's present policy; I think we can say that, but it could get out of hand if it were just developed as a little Switzerland. The possibilities for development to attract tourists are unlimited but this, as Mr. Frame said, is not within our concept of what should be done in a national park.

Mr. BASFORD: It would seem to me that it would be better to develop it under the aegis of the national parks policy than to allow a whole lot of higgledy-piggledy private developments.

Mr. HENDERSON: Yes, I certainly agree. We are for development under the present government's policy.

Mr. HAIDASZ: Mr. Chairman, I just have a few questions to ask of our witnesses. They have been very kind in presenting us with an interesting brief and answering a few interesting questions. I, in particular, would like to congratulate them for stressing one aspect of the national parks policy as they outlined in their brief, namely that national parks are important to science for several reasons.

I would like to ask Mr. Frame whether, at the last annual meeting of the National and Provincial Parks Association of Canada, they had an opportunity of discussing Canada's national wildlife policy program which was announced in the House of Commons on April 6 last?

● (11.55 a.m.)

Mr. HENDERSON: No, we did not. I think, as an association we supported it but it is something we have not discussed. We are all in favour of what Mr. Laing announced as far as the work with farmers on the prairies is concerned to promote wildlife generally.

Mr. DINSDALE: I presume, Mr. Chairman, that this is something which the Audubon Society would be more interested in.

Mr. HENDERSON: It does not come into our purview, but it is something that we do naturally support.

Mr. HAIDASZ: The next question, Mr. Chairman, arises out of what was mentioned on page four of the brief this morning that your association has noted recent legislation in certain European countries as far as the conservation of preservation of wild country is concerned. I would like to know what countries have this legislation and what aspects of legislation—



Mr. HENDERSON: Some of the Scandinavian countries particularly are looking towards setting aside either national parks, which they have not had up until now, or calling them something else which is similar. France—has just recently established a national park in the south and is looking towards the Italian border; they are looking towards the establishing of another one in the Pyrénées area. There are probably others too that I am not aware of, but I know there is a great interest in Europe at the present time of doing something while they still have a chance. I think Corsica is another area that might be established as a park, or part of it.

Mr. HORNER (*Jasper-Edson*): I have just one further question. You do not think that the policies, which your association is laying down, will mean that the national parks—again, I am referring to the major ones in Alberta—will turn out to be a rich man's playground, and will be above and beyond the ordinary people's means of getting there and staying there?

Mr. FRAME: Certainly not.

The CHAIRMAN: Gentlemen, are there any more questions?

If not, I would like to express our appreciation to Mr. Frame and Mr. Henderson. By the way, you have been complimented by nearly every member of the committee, which is the exception rather than the rule with us at our meetings. I wish to thank you, on behalf of the committee, for the courteous and lengthy replies to questions. We are very grateful to you for coming here today.

Gentlemen, our next meeting will be held on this Friday at 9.30 o'clock in the morning when the agenda will be vote 45 of the estimates. I trust that you will all be back here at that time.

You will have a copy of the estimates, so you can come prepared to ask questions. The officials of the Department of Northern Affairs will be here.

Mr. ORANGE: Mr. Chairman, will the same officials be here?

The CHAIRMAN: Yes, they will be here.

I want to thank each one of you very much indeed for being so faithful in attendance. Thank you very much.

The meeting is adjourned.



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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

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FRIDAY, JUNE 3, 1966

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Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

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WITNESSES:

*From the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch; Mr. A. B. Yates, Chief, Engineering Division, and Mr. D. W. Simpson, Education Division, both Northern Administration Branch.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,  
Mr. Basford,  
Mr. Dinsdale,  
Mr. Gundlock,  
Mr. Habel,  
Mr. Haidasz,  
Mr. Horner (*Jasper-Edson*),

Mr. Howard,  
Mr. Hymmen,  
Mr. Laprise,  
Mr. LeBlanc (*Rimouski*),  
Mr. Legault,  
Mr. Lind,  
Mr. Mather,

Mr. McKinley,  
\*Mr. McWilliam,  
Mr. Neveu,  
Mr. Nielsen,  
\*Mr. Reid,  
Mr. Roxburgh,  
Mr. Simpson,  
Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*Replaced Messrs. Duquet and Granger on June 2, 1966.

CORRIGENDUM

Evidence of May 13, 1966, *Issue No. 5.*

Page 124, 13th line from the bottom, the words "1963 and 1963" should read "1962 and 1963".

Page 125, line 13, the word "locating" should read "recruiting".

ORDER OF REFERENCE

THURSDAY, June 2, 1966.

*Ordered*,—That the names of Messrs. Reid and McWilliam be substituted for those of Messrs. Duquet and Granger on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

FRIDAY, June 3, 1966.

(9)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m. the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Alkenbrack, Badanai, Basford, Dinsdale, Habel, Haidasz, Howard, Hymmen, LeBlanc (*Rimouski*), Lind, McKinley, McWilliam, Neveu, Nielsen, Reid, Southam (16).

*Also present:* Mr. Granger, M.P.

*In attendance:* From the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. G. A. G. Carter, Director, Northern Administration Branch; Mr. A. B. Yates, Chief, Engineering Division, Northern Administration Branch; Mr. D. W. Simpson, Education Division, Northern Administration Branch.

On motion of Mr. Basford, seconded by Mr. Lind,

*Resolved*,—That the Committee increase printings of its Minutes of Proceedings and Evidence, in French, from 250 to 300 copies.

Mr. Côté made corrections to the record of his evidence given at the Committee's meeting on May 13, 1966.

The Committee resumed consideration of item 45 of the main estimates of the Department of Northern Affairs and National Resources.

Documents, related to curriculum development work for the Northwest Territories' school system, were displayed.

Mr. Côté tabled the following departmental documents, copies of which were distributed to the members:

- (a) Curriculum Development Work for the Northwest Territories School System, Ottawa, May, 1966;
- (b) Grants for Northern Research and for Northern Scientific Research Expeditions;
- (c) Research Projects at the Inuvik Research Laboratory, May 31, 1966.

On motion of Mr. Howard, seconded by Mr. Dinsdale,

*Resolved*,—That the aforementioned three documents, (a), (b), (c), be appended to today's Minutes of Proceedings and Evidence; Appendices I, II and III respectively.

Mr. Côté was questioned, assisted by Messrs. Gordon, Carter, Yates and Simpson.

Mr. Côté tabled the following illustrated brochure, copies of which were distributed to the members:

Annual Review of Education in the Northwest Territories and Arctic Quebec, 1964 1965, Department of Northern Affairs and National Resources.

The questioning continuing, the Committee adjourned to Tuesday, June 7, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

(Recorded by Electronic Apparatus)

FRIDAY, June 3, 1966.

(9.30 a.m.)

The CHAIRMAN: Gentlemen, I am very happy to announce that we have a quorum.

Before turning to Item No. 45 of the estimates, I am advised that a quantity of 250 copies of the Minutes of Proceedings and Evidence are printed in French. Now, this amount is proving insufficient for distribution to persons on Parliament Hill and other interested parties. I am told this is also the case in other standing committees.

May I, therefore, have a motion to increase our printing of French copies from 250 to 300.

Mr. BASFORD: I so move.

Mr. LIND: I second the motion.

The CHAIRMAN: It is moved by Mr. Basford and seconded by Mr. Lind that the Committee increase the printing of its Minutes of Proceedings and Evidence in French from 250 to 300 copies.

Motion agreed to.

The CHAIRMAN: We shall now resume consideration of Item No. 45 of the main estimates of the Department of Northern Affairs and National Resources.

May I remind all members and the witnesses to speak into the microphone when addressing the Chair.

Before we proceed, may I ask Mr. Côté, who wishes to make some corrections in the evidence of these meetings, to speak to you.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, I hate to seem to be the only one making corrections of the record of evidence, particularly when it has been recorded electronically, but obviously when I spoke I did not speak clearly into the machine.

I would like to refer to the Evidence, Issue No. 5, page 124, the 13th line from the bottom, which now reads as follows:

period in late 1963 and 1963—

It should read as follows:

period in late 1962 and 1963—

And at the top of page 125, again, line 13, which reads as follows:

year—we are locating at the rate of 64 positions—

It should read as follows:

year—we are recruiting at a rate of 64 positions—



Those are the two corrections, Mr. Chairman.

The CHAIRMAN: Thank you, Mr. Côté.

Mr. DINSDALE: Mr. Chairman, I think Mr. Côté and the officials, were going to bring us some information requested the last time we were on this item, with respect to university grants, research projects and road posts.

Mr. CÔTÉ: Mr. Chairman, I would like to table some information for the use of the Committee. There are copies for distribution to all members of the Committee.

The first item I should like to table is information on grants for northern research and for northern scientific research expeditions, as requested by Mr. Dinsdale. It is a short document.

A second document is a list of research projects being carried out at the laboratory at Inuvik, also requested by Mr. Dinsdale. This does, of course, include the names of a number of people who have been assisted by the laboratory when visiting it for reasons of scientific work, information on accommodation, such as Imperial Oil or Petrol Power; or University of Texas people who have been there working. That is the second document as requested by Mr. Dinsdale.

I have a third one now ready, Mr. Chairman, which contains information on the progress made in developing a specific northern curriculum for the Northwest Territories Schools System, particularly the secondary schools. This item was also requested by Mr. Dinsdale.

These three papers are now being distributed to members of the Committee and I should like to draw the attention of members of the Committee to the table in front of the Chairman, which contains samples of the curriculum material developed in recent years, and illustrates the documentary aids shown as an appendix to the document now being circulated to members. If members have time after the meeting, and wish to have copies of any of these documents the department would be delighted to provide them to members on request.

Mr. HOWARD: Mr. Chairman, I wonder if it might not be valuable to have the contents of these papers which have just been distributed, printed as an appendix to today's proceedings so that whoever reads the proceedings will also be able to read the documents to which we are referring.

Mr. DINSDALE: I second that motion.

The CHAIRMAN: It is moved and seconded that the statements made by Mr. Côté be added as an appendix to today's proceedings.

Motion agreed to.

Mr. HOWARD: Mr. Chairman, while members are reading the statements, I would like to raise a matter about which I asked the Minister the other day in the House, which had to do with the school at Aklavik, which, I understand, collapsed. I did not realize this until I had asked the question, and someone told me that, perhaps in any event, it had reached a state of deterioration which necessitated its condemnation, presumably, by engineers within the department. The Minister replied saying that alternative arrangements had been made to carry on the balance of this school term so that the interruption in the

education of the children was minimal, and that a new school would be built and ready by the next school term.

It seems rather a strange thing that a school, of all places, has to be condemned, and that it required the opinion of engineers in this respect. This would lead me to believe that there must be a history of some concern which involved the examination of this particular building or buildings. I wonder if Mr. Côté could provide the Committee with some sort of background knowledge of the events that led up to this particular action.

Mr. CÔTÉ: I think I can, Mr. Chairman. If the members will cast their minds back a few years, the government decided around 1955 or 1956 that there was a need, in the Delta region, for a residential school as part of the focus of the development of education in the north.

The situation regarding Aklavik was examined very carefully, as it is in the muskrat country, and is really on the Delta, with alluvial silt and quite unstable. The government then decided that there should be built an airport and new facilities, not at Aklavik, which tends to be fairly water-logged, but in an area that is far better from the land viewpoint, namely, Inuvik.

The people of Aklavik were given the opportunity of moving to Inuvik. A number of the people did move and were compensated for the move. Nevertheless, a proportion of the people preferred to remain at Aklavik and so the school was continued there. This is the old mission school.

As part of the continuous examination of buildings, it was discovered by our engineers, very recently, that the old mission school had deteriorated very significantly. It had rotted away and was unsafe, at that moment, for school children. It was decided to move the school children and classes out of that building and to disperse them, temporarily, in other areas of the community.

In the meantime, we had been making provisions for portable classrooms and, this autumn portable classrooms will be available at Aklavik. The school in question is an old mission school which has been there for many years. This is the general result of the wear and tear over a period of probably 25 to 30 years at least. It is not one of the newer schools put up since 1956, 1957, 1958.

Mr. HOWARD: Was this a sudden thing? I understood you to say the engineers only just recently examined it and found, at that point, that it was not suitable.

Mr. CÔTÉ: As I indicated, I think, a moment ago, our engineers recently discovered, as part of their regular inspections, that it had deteriorated very, very much.

I am also informed that this was attributable to a fairly extraordinary movement of the continuous permafrost in that area, this last winter.

Mr. HOWARD: Would it be possible to get information about any reports which might have been made about this? It seems an extremely unique situation to suddenly discover that a school is in such a state of deterioration it has to be condemned. Usually these things can be predicted. Now, I can appreciate the fact that this might be a unique situation, but I would still like to know more about it.

Mr. Côté: Well, I will have a word with our chief of engineering services, Mr. Chairman. I would be delighted to have him speak to this particular point.

Mr. HOWARD: All right; that will be fine.

Mr. A. B. YATES (*Chief, Engineering Division, Northern Administration Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, I had the opportunity to visit this school about a month ago.

The school is, of course, an old one and was scheduled for replacement, in any event. The reasons leading up to the condemnation of the school, as it now exists, stem from the foundations which are situated on permafrost, of course in Aklavik. And, while they had not moved to any great extent, over the past 25 years, there was movement each year, of course, which is compensated for simply by jacking up the lower beams and wedging it in.

This last winter, extreme movement took place, which we cannot explain by any normal process. This sometimes happens in permafrost, though, even after you think you have it reasonably stable. Well, this extreme movement took place in the foundation, necessitating extensive repairs underneath. Now, as these were being carried out, parts of the building were being opened up, and we were able to find other parts of the structure which gave us some concern.

When I was up there last month, we had concluded that it might be possible to repair the school as it stood. However, I was not too satisfied about some of the situations on the second floor as to how the floor joists were being supported; this not being a standard form of construction, having been built many years ago. So I instructed my people there to take off the siding, get inside, and look at the inside structure itself.

It was on the basis of this further examination that they concluded that it would be uneconomic to repair the school further, and that we would be better off to evacuate it now, since it was, in any event, scheduled for replacement; carry on over the interim period with temporary classrooms and abandon the school altogether. The alternative would have been a very significant expenditure of money for a short period of time.

Mr. HOWARD: Was there deterioration of the school in the upper storeys too? Or was it just the movement of the supporting ground which forced you to your conclusions?

Mr. YATES: There was deterioration in the roof; not to the extent that this would endanger anybody inside, but it makes them very wet. The roof was leaking quite seriously and had been patched over a number of years, again, on the basis that the school was to be abandoned and that it was not worth expending a great deal of money to completely replace the roof. But, this was not a danger to the children, the danger arose from the foundation disturbance.

Mr. HOWARD: What about the walls and that sort of thing?

● (10.00 a.m.)

Mr. YATES: The walls, as such, were not dangerous but they were simply old, inside. The exterior of the building was quite reasonable, but inside there is some rotten lumber in the studding. The studding, however, does not support anything, it is just a curtain wall.



Mr. HOWARD: The reason I asked this is, that after I had inquired of the Minister on this, someone sent me an unsigned note. As you know, notes pass back and forth across the chambers. I do not know from where it came. It said: "I hope you were not trying to be funny because the walls would be better off in a horizontal position." It indicated, to me, that the room was ready to collapse.

Mr. YATES: I think that that would be a rather extreme conclusion to draw. If you as a layman were to look at it, you can go on to the upper storey of that school and you can jump up and down. While there is a little bit of spring in it, it is not enough to disturb anybody. Now, it is true that down in the lower part walls there is rottenness in the timbers. But this is not actually supporting the second floor; the form of support is different. Somebody casually looking at the building, might say, "Look at all that rotten timber there;" and this might disturb somebody, I agree.

Mr. HOWARD: I am inclined to think it might.

Could I ask how many children were in attendance at the school.

Mr. CÔTÉ: About 133.

Mr. HOWARD: And how many would have moved over to Inuvik?

Mr. CÔTÉ: Well, I will ask Mr. Simpson, who is acting head of our education division, to speak to that, Mr. Chairman.

Mr. D. W. SIMPSON (*Acting Head, Education Division, Northern Administration Branch, Department of Northern Affairs and National Resources*): I do not think there would be any way of giving an active reply to that question, because the movement has taken place over the past several years. We know how many remained, but there is no way of determining how many would have remained had they not moved.

Mr. HOWARD: Would it be double the amount, do you think? Would half the population have moved?

Mr. CÔTÉ: The population that moved out of Aklavik to Inuvik? I think well over half.

Mr. HOWARD: What is the distance between the two; I am not familiar with it?

Mr. CÔTÉ: Something in order of 40 miles, if my memory serves me right.

Mr. HOWARD: Thank you very much.

Mr. DINSDALE: I take it, Mr. Chairman that this movement had nothing to do with the condition of the school. The answer to this question has to do with the gradual movement of people from Aklavik.

Mr. HOWARD: Yes; I understood Mr. Côté to say that following 1955 or 1956 this new program was developed which occasioned the movement of people.

Mr. CÔTÉ: Mr. Simpson.

Mr. SIMPSON: Some of the older children now go to Inuvik for secondary school. The Aklavik school goes to grade eight; and the grade nine, 10 and 11 and 12, the children will go to Inuvik. So there are still Aklavik resident children going to school in Inuvik.



Mr. DINSDALE: If Mr. Howard has concluded his questioning on this point, could I ask you if the Aklavik school is going to be rebuilt?

Mr. CÔTÉ: The answer to the question by Mr. Dinsdale is that portable school classrooms will be put in there in September. There will be another school rebuilt there and ready, we expect, by December, 1967.

I do not know how many of you have seen Aklavik but the sidewalks are wooden sidewalks, and in the spring the ditches on the side are about three or four feet deep, and you can have from two to three feet of water in those ditches.

An hon. MEMBER: It sounds like Vancouver Island.

Mr. CÔTÉ: The movement of people from the area to which they have been accustomed, and in which they did a lot of muskrat hunting, was not acceptable to the entire community. The majority moved over. There has developed around Aklavik a feeling, which is expressed in the school motto there, "Never say die". So, one has to accommodate the needs of the people who remain there, and to provide as adequate schooling for the elementary levels, close to the homes, as we can. The secondary schooling is carried on at Inuvik—40 miles away. Inuvik is the centre for secondary schooling in the Delta region.

Mr. DINSDALE: The reason I asked that question is because it was always my feeling that one of the best school atmospheres in the Northwest Territories was in the Aklavik school. And, when I say the best school atmosphere, I mean that the school spirit demonstrated by this slogan, "Never say die," was carried out into every facet. While the school, in terms of its architecture, and so forth, was not a chromium plated structure, it definitely had school atmosphere, and I hope this can be preserved in the new edifice. Maybe it was because Mr. Kerr was a dedicated principal and teacher that this atmosphere persisted. But, definitely, that is something which I hope will be preserved.

Mr. CÔTÉ: I agree with the comments made by Mr. Dinsdale.

Mr. DINSDALE: What are portable schools? Are they trailer schools?

Mr. CÔTÉ: They are the type of school available in the provinces: they are trailer type. You bring them in on bogies, put the classroom down on a base and take away the bogies, and then, when that class has served its purpose, you can put one, two, three, four classrooms together and, when those classrooms have served their purpose, they can be moved elsewhere to meet the expanding needs, on a temporary basis, until more permanent facilities are available.

Mr. DINSDALE: In other words, it is a complex of trailers.

Mr. CÔTÉ: Trailers from which you remove the bogies. But they are classrooms which are two-thirds the size of this room, shall we say. They are 25 feet by 50 feet. They are very, very good classrooms.

Mr. DINSDALE: What do the local people feel about having a new school?

Mr. F. A. G. CARTER (*Director, Northern Administration Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, I would certainly think the people of Aklavik would welcome the new school.

This was a subject raised at the last session of the Northwest Territories Council in January and members of the council, at that time, particularly, the member for the Aklayik area, made strong representations that a new school be built to replace the existing old one.

Mr. DINSDALE: Are you going to continue the art gallery?

Mr. CARTER: I would hope something of the sort.

Mr. HOWARD: What did the people there think about the old school, which is more to the point, and for how long did they think it?

The CHAIRMAN: Mr. Basford.

Mr. BASFORD: I was just indicating that I wanted to be on the list. I take it you do not have a list yet.

I was interested in the vocational school program and its suitability for the northern territory. I would like to start off by asking you what courses are taught in the north.

Mr. CÔTÉ: Mr. Chairman, I would ask Mr. Simpson if he would speak to this subject, generally.

Mr. SIMPSON: I think the vocational school program in the north has more emphasis than it does in any system of comparable size in Canada. This is partially due to necessity, where you have a large number of children who have not reached a high academic level but who are going to depart from the school very shortly into employment situations. Therefore, you must try to provide them with employment and vocational skills.

The main school vocational education effort is concentrated in the Mackenzie Valley at Yellowknife, in the Sir John Franklin School, with its supporting pupil residence of Akaitcho Hall. There are several basic courses. It is a combined academic and vocational high school, taking pupils particularly in the senior high school level, from grades 10 to 12, in the Alberta curriculum. There are shops for teaching, not only woodworking, but metal working, welding, equipment repair, machines, and a mining shop for teaching at the secondary school level the skills needed for the mining industry.

In addition to this, the school has a special program called Academic Upgrading Vocational Educational Program. This is for those children who, through no fault of their own, have not progressed to an academic level sufficient to take the normal vocational education secondary courses. They might have an academic level of grade five, six, seven or eight, but until they have a level of approximately nine or 10, there are very few vocational schools where children can enroll and be accepted into the vocational sphere.

This course is patterned on a program whereby for half a day, each day, they have academic upgrading, and special courses have been developed for this particular group of children. On the table here you can see information on this. In the other half day they will take part in work shops. Now, the girls have some economics and commercial courses and, the boys, of course, can take the commercial course as well.

Now, that is the chief vocational educational facility in the north, but it is not the only one. At Churchill, in the national defence installation there, we

have converted several of the buildings, including the old RCEME workshop, to a vocational education facility supported by residences and school rooms in the old barracks blocks, which have also been converted. At the present time, there are 250 children there from the Northwest Territories and they are all in the academic upgrading program in vocational education programs.

In addition to this, schools in local settlements with five rooms or more, do have attached to them home economics and industrial arts facilities for the teaching of what you might say are the more primary vocational educational skills. This is in general. Now, this is just the in school program. I think we would have to go into a lot more detail to talk about the out of school program which, in many respects, is much broader and more comprehensive.

The philosophy behind the vocational education program is that we will not set up facilities in the north which are more readily, economically and effectively available, in southern Canada. So that any person needing a special course, be it a trade or in technology, that can be given in one of the provincial institutes of technology or trades, will be sent to take a course there, and his expenses will be provided. That is rather a brief review of our vocational education program.

Mr. BASFORD: So I take it, from what you say, that it is not your intention to develop what would be called vocational schools or institutes of technology in the north. Is that correct?

Mr. SIMPSON: No; I do not think this is entirely correct. I say at the present time, where facilities are more readily available and can be provided for the children of the north, that is what is carried on. But where there are sufficient children in the north and these facilities can be provided, they will be provided, if it is more convenient and just as economic. I do not think that economics would be the sole governing factor, but it would be one of the important factors.

Mr. BASFORD: How many students were sent out for vocational training—say, last year?

Mr. SIMPSON: It is always a danger to quote figures.

Mr. BASFORD: I am just looking for round figures.

Mr. SIMPSON: I think there were 400, as I recall.

An hon. MEMBER: Does that include the Indian people going out for heavy duty equipment training?

Mr. SIMPSON: Yes. That is right.

That is a rather interesting development which is in the planning stage. The Indian and Eskimo boys used to be sent out to Chilliwack to take the heavy equipment operating course, and so on. We understand that national defence is going to have to discontinue this service to us, and so we are looking into a development of this course in the Northwest Territories.

Of particular interest, I think, was a T.V. program I saw recently concerning a school of this nature in Ontario, where pupils build a road. But apparently these roads lead to nowhere. We are trying to develop a program in the north where they will actually build roads that will be used later on.



Mr. BASFORD: I am sure Mr. Gaglardi would welcome some free road building.

Mr. SOUTHAM: On a supplementary to that, Mr. Chairman, Mr. Simpson has given us a very comprehensive review of the vocational and academic training facilities. The question occurred to me; do you have any problem in getting trained personnel up to that area in order to carry out this program?

Mr. SIMPSON: Yes; it is sometimes difficult to recruit. We find it difficult to recruit such teachers as home economics teachers and industrial arts teachers. Usually we have been able to provide them, but not always in every instance.

Mr. SOUTHAM: I presume that, owing to this factor, you would probably have as an incentive a higher wage scale than you would have, say, in the south?

Mr. SIMPSON: Unfortunately, we have not been able to. I think our salary scales have not been the chief inducement for teachers to go north. I would put it that way. It seems to me that teachers who go north are motivated by reasons other than salaries. At times their salaries have been too close to the average Canadian salaries to act as an incentive for teachers to go north. We do have a bonus of \$300 per annum for industrial arts, home economics and commercial teachers.

Mr. BASFORD: Are the vocational courses you outlined at Sir John Franklin the type of courses you would get in a high school in Vancouver or Toronto?

Mr. SIMPSON: No; just entirely, although some of them would be. There would be elements of skilled training that should be common in all vocational education, but these courses have been developed in response to the conditions which exist in the north.

Mr. BASFORD: Conditions of employment, do you mean, or what?

Mr. SIMPSON: Well, for instance, mining. We have mining shops there that you would not find in a community of that size in southern Canada. Take, for instance, industrial arts. You would not go into a school in southern Canada and find boys at the grade seven or eight level fixing an outboard motor and taking it apart or working on a skidoo. This is the sort of thing I mean. Or perhaps they are learning how to set traps or care for rifles and firearms. These are things related directly to the environment in which the children are.

Mr. BASFORD: Do you have figures which you can give me showing the number of vocational students who have ended up with employment in the areas of study in which they were trained?

Mr. SIMPSON: We could give you figures. There was a paper produced just recently,—I do not have it with me—showing the number of people who have been trained and the number who are in our apprenticeship program. This is one very important aspect that I missed.

The Northwest Territories have set up an apprenticeship program and is very actively pursuing this. It is a very broad program of apprenticeship, based on a study of apprenticeship programs in various parts of the world. Since it



was adopted, we have had inquiries from many places and other provinces who have followed this pattern in their own apprenticeship programs.

As a result of this, a paper has been produced by the Northwest Territories Council. It would not be released, I suppose, until after the next council meeting. But there is an appendix to it showing the employment, the exact courses that were taken and the employment that accrued from this.

Mr. Côté: Mr. Chairman, I believe I have here some figures that were not at the disposal of Mr. Simpson a moment ago, The placement in employment for the 1964, 1965 seasons was as follows:

Trainees in the Mackenzie District and Arctic District totalled 153, and general totalled 347 for a round figure of 500.

Much of the bulk placement, as members of the Committee will appreciate, involves follow-up, particularly with regard to the Eskimos of the eastern Arctic. There are five selection and placement officers who work out of Fort Smith, Inuvik, Yellowknife, Churchill and Frobisher. They are in the educational set-up because we consider that the placement has to have a direct relationship between the industrial requirement and the educational adaptation. In view of the development of mining and other industrial development in the northern territories, I, personally, believe that we have not enough skilled placement officers.

Mr. BASFORD: What I am concerned with, as I am sure you will appreciate, is how many students who have been trained in welding have ended up as welders or how many who have taken metal working have ended up as metal workers.

Mr. SIMPSON: I think this is always the case. I recall Frank Patton, who was the superintendent of schools here in Ottawa, saying that people do become concerned that somebody takes a course in refrigeration and he ends up selling stoves, or something of that nature.

There is always this danger and I think perhaps this indicates the need for good counselling in the schools. It is an area which we would like to improve in our schools so that when students are selecting courses they will do so with a view to the opportunities available in that particular course after graduation. I do not think it is really wasted, but there would be a more direct economic benefit to the student from taking that course.

Mr. Côté: Mr. Chairman, in answer to this general question of vocational education program; I do not know whether the members have before them this particular annual review of education of the Northwest Territories and Arctic Quebec. If they have not, I will make quite sure they get this latest report. It does show, in graphic form, the number of pupils in training outside the Northwest Territories and their ethnic composition. Of those, in the 1954-55 year, there were 152. Pupils, in training inside the Northwest Territories totalled 376. I think this brochure would be of value to the members of the Committee and, with the Committee's permission, I will make sure that this is distributed to them between now and the next meeting.

Mr. BASFORD: What percentage are those figures of that age population?

Mr. CÔTÉ: Training outside the territories, there were 51 Eskimo, six Indian and 95 others. Of pupils training inside the Northwest Territories, there were 193 Eskimo, 94 Indians and 89 others.

Mr. BASFORD: You say there were 94 Indians in training in the north. I am curious to know what percentage is that 94 of that age population; as Indians?

Mr. CÔTÉ: I have not got that figure, Mr. Chairman.

Mr. J. H. GORDON (*Assistant Deputy Minister, Department of Northern Affairs and National Resources*): May I say, Mr. Basford, that there is no specific age group in this area; that the vocational training is directed over a very wide age group and, in some cases, involves people in their early adult years. That would be in the age groups of 20, 21, 22, this sort of thing. So it is difficult to relate these figures to a specific age group in the population as a whole.

Mr. BASFORD: When the students graduate from the Sir John Franklin school, are they ready for employment in those vocational fields or are they ready for apprenticeship?

Mr. SIMPSON: Actually this is a pre-employment or pre-vocational course, and they would go into apprenticeship or institutes of technology, depending on what vocational education course they were pursuing.

Some of them might go into direct employment, but they would not be what you would call skilled tradesmen. These are secondary school vocational courses, as such.

There are some occupational courses, here, at a lower level, from where boys and girls would go into direct employment, but this is more in the service trades, not at the skilled tradesmen level.

Mr. BASFORD: Which are the employment courses?

Mr. SIMPSON: What employment courses?

Mr. BASFORD: The occupational courses.

Mr. SIMPSON: Food service, nurses aids, typists, bookkeepers, clerical trades; this sort of thing.

Mr. BASFORD: I was interested in your comments about the mining course at Sir John Franklin. On April 4, the Minister received a letter from the Yellowknife Board of Trade, copies of which were distributed to some other members, pointing out that the department was going to buy the Stanton-Yellowknife hospital building and urging that it be converted into a school of mining. What is the reaction of the department to that?

Mr. SIMPSON: Well, the training of people for the mines has many facets, as you would recognize. There are certain trades such as pipe fitters and machinists and so on, which mines require and general training might be sufficient for these people, who would then get employment in the mines, but there would be some specific training related to the mines.

The mining course at Yellowknife is more related to specific mining equipment such as mucking machines and ball mills and this sort of thing, so they do have familiarity with this as well as with general machine trades.

Now, I think there are several aspects, and one of those is the shortage of miners. That is, those who go down into the mines and actually move the ore. The mining people in Yellowknife have told us that there is only one way to train these people, and that is on the job.

We were looking at the Stanton-Yellowknife hospital with the view that this would probably provide very good accommodation for people training in the mines. At one point, it was even suggested that classrooms and shops might be set up in the Stanton Yellowknife hospital, as a training school at a higher mining level.

At the moment, anyone who wishes to go into mining technology will be sent to Haileybury which, I understand is becoming overcrowded. They are, however, having a building program. Additional institutes are now being opened in Edmonton, Flin Flon and in British Columbia at Burnaby. So that we have been assured there are plenty of places in southern Canada for people who wish to take mining technology or technician courses.

I know I have only touched upon this problem. There are many other aspects of it.

● (10.30 a.m.)

Mr. BASFORD: I asked the question because the mining industry has been waging a campaign on Canadian immigration laws. They are very critical of the present laws and want to change the immigration requirements in order we bring more people to work in the mines in Canada.

I quote an editorial from the Northern Miner of April 7, which reads as follows:

It would appear that unless a realistic approach is taken towards obtaining able and willing men—and these obviously are not available within Canada—the mining industry is going to reflect the current shortage of skilled men for many years.

It seems to me that, rather than look outside of Canada to fill this employment pool, the policies of filling the requirements in the north might be looked at more vigorously.

Mr. Côté: Well, Mr. Chairman, this is a point that has been concerning us a good deal and we have been in consultation with the various mining groups. I think, as Mr. Simpson has pointed out, particularly, for those who go underground, some of the most fruitful training has to be on the job.

If, for example, Eskimos are brought in to do some underground work, and on the job training, in which we have been successful in some areas, this involves bringing in not only the individual Eskimo, but also his family, providing accommodation for them, and having somebody assist them in the early period to live in the new environment. This requires a good deal more work and people to deal with them than one would find in a normal community. It involves the training, from an academic viewpoint, of language skills, so that they will understand what is going on, and it requires the actual technical and vocational training of the job itself. We are trying to do that, and are successful in a number of areas. I do not think we have gone as far in this as we should and, indeed, this is as a result of the lack of skilled people to work on the placement and training to which I alluded earlier.



In some areas, for example, at Frobisher, we have in the Northern Canada Power Commission some Eskimos who spend half a day, twice or three times a week, getting the academic upgrading required to be able to support what is earned on the job. This is a trend, and we are very conscious of the fact, and are working with industry in that regard.

If there is to be a development, for example at May River, at the top of Baffin Island, this is a case where we shall have to work very closely with the particular company, not only to get the proper social surroundings for families to live in and have their children schooled, but, also, and primarily, for the breadwinners to learn the specific skills of their job on the job.

Mr. BASFORD: What sort of liaison is carried on with the mining industry to try and work out a program such as this?

Mr. CÔTÉ: Do you want to speak to that, Mr. Simpson?

Mr. SIMPSON: Yes, there is a vocational advisory committee at Yellowknife in which the mining industry does have representation and their views are being, and will be, taken into account. As a matter of fact, it was owing to the point of view put by the mining interests that the mining shop in the Sir John Franklin school was built.

Mr. BASFORD: Mr. Chairman, I would like to go back specifically to the Stanton Yellowknife hospital building and find out what is going on.

Mr. CÔTÉ: Unfortunately, it burned down.

Mr. BASFORD: Either a school collapses, or is about to collapse, and the other one burns down.

Mr. CÔTÉ: These are the travails of northern development.

Mr. BASFORD: So your prospect of having a mining school in that building is now finished.

Mr. SIMPSON: Well, in the Stanton Yellowknife hospital. At the moment they are looking into the possibilities of bringing in trailers or some type of portable accommodation for miners who might be accommodated while training in the job. So far as building an institute of technology or something of that nature is concerned, we have to look at this in a different light. The portable accommodation for miners who are training on the job could be completed within a few months.

Mr. HAIDASZ: This is a supplementary question about the curriculum in the Northwest Territories. I notice in the report to our Committee reference has been made to a language arts program and to a second language. I am just wondering whether there has been any demand from the people of the Northwest Territories for educational opportunities to learn a second or third language. Can anyone answer that?

Mr. SIMPSON: I think the reference, there, to a second language is that for the indigenous people the Indians and the Eskimos, English is a second language. And therefore you might say that one of the basic skills of teaching is the ability for a teacher to teach a second language to someone whose tongue is not normally English.



Mr. HAIKASZ: Is there either a demand or an opportunity to learn Canada's second official language in those schools in the Northwest Territories?

Mr. SIMPSON: Yes, French is taught in secondary schools and in some of the areas it is taught earlier than in the secondary schools.

Mr. CÔTÉ: Mr. Chairman, before we go on I would like to say that the problem of schooling in the north, particularly as regards the indigenous people, does involve a very serious bilingual problem for them. Their native tongue, be it Dogrib or Eskimo, is their own tongue and the moving into a second language, early on, creates a very real problem. That is an area where we believe that kindergartens are absolutely essential. Kindergartens, on the one hand, so that they can get an opportunity, early enough, to make the transition, preserving their Eskimo language and moving into a working language of the area. They are very good at it. This is one area we are very concerned about and we are starting to put an accent on kindergartens. I think kindergartens are probably more essential to the indigenous people in the north, than they are even in some areas of the south.

The same problem is to be found at the other end of the spectrum, in adult education. Very often you find the men have moved into the tin can economy while the women folk remain on the oil cooking and raw meat economy. The adults have some difficulty in communicating with the people on the job. Adult education is an area on which we have to put a good deal more accent for those people, and the families themselves. Because education as a process, I think we all recognize, is a slightly fracturing process as between the young people, who, probably at the age of 15 or 16, know a good deal more than their parents. The process is fractured even more when another civilization, as it were, is brought in. We must be fairly careful to keep the family together in that field. We must do something on the adult education side as well as on the kindergarten side.

Mr. NIELSEN: Before leaving that subject I think it should be made clear that all these remarks, of course, are applicable to the Northwest Territories, not the Yukon Territory.

But, with respect to the accent which is being placed upon kindergartens and the adult level in, particularly, language instruction, are there not any complaints from the indigenous people that this process is contributing toward a destruction of their own language, thereby eroding one of the chief factors in their own culture?

What efforts are being made to contribute towards the preservation of the native tongues so that the young people will, in truth, be brought up in the retention of the culture of their ancestors as well as moving into the modern sphere, with English as a tool of living.

Mr. CÔTÉ: Mr. Chairman, I do not think we have had any complaints that I know of from the Eskimos or, indeed, from the Indians on that score. On the contrary.

Mr. NIELSEN: I might say I have.

Mr. CÔTÉ: Well, this is quite possible, but I, myself, am not aware of that and I would be glad if Mr. Nielsen would let me know the specific cases so that we can look into it.

The general attitude we found is that the Eskimos want to have another working language to participate in what is going on in the 20th century. They say, "Please give us the schooling, the teaching, which make us participate in the mainstream of this developing life around us." They say, largely, that they can perpetuate their own language, to some extent. We are not sure that they can perpetuate their language. Indeed, if you take a people—shall we refer specifically to the Eskimo—who are moving out of the copper age, as it were, to the 20th century, their ability to retain their culture and language has been largely due to the old traditions, the memory. And one finds, I think, that when you get schooling and a lot more book learning, and the like, that the memory is less agile, so far as the old line traditions are concerned.

The department has accordingly worked to develop a Roman orthography where the Eskimo culture could be readable by people who read the Roman alphabet. This is pretty essential in order to be able to enshrine these traditions which have been handed down orally, and to give them a mode of communication in their own language in a written manner. This has been accepted now. Previously, there were only syllabics in the eastern Arctic. Gradually, we hope to spread to the Eskimo the Roman orthography, which is generally accepted as a system. This will give a mode of communication between the Eskimo in Alaska, the western Arctic, the eastern Arctic and as far across as Greenland.

In addition to that, we are fostering, as far as we possibly can, their own stories in the curriculum material that you see here and their own arts and crafts. We have not gone as far as we should, in the first eight or 10 years of the schooling program, to develop teachers who speak Eskimo; this is a great facility. To do that, I think we would have to take teachers out of teaching for almost a year so that they could be proficient. We have found some ways around that partially, through Eskimo teachers aids, and we are developing that area so that they can move with the youngsters and assist them in this transition. But, I think we have to get more Eskimo speakers among the teachers and administrators.

Mr. NIELSEN: Just one more question on this, Mr. Chairman. The observations I received were from the Loucheux people, and, as the deputy knows, they are people of great pride and long standing traditions and cultures who were made the special study of the international geophysical year. Who, for instance, discovered that they had named 183 species of birds in their own tongue and they have, of course, their own alphabet and translation of the Bible in the Loucheux tongue, and so on. These are the people who have expressed a fear that their culture and traditions are disappearing because of an insistence on an Anglicized type of educational system, with no effort being made to assist in the retention of those cultures and their language.

Mr. CÔRÉ: If I may say so, there has been an effort over the years, in the national museum, to record the language of these people. But this is not necessarily a dynamic effort. In the cultural section of the Indian Affairs branch we have been trying to develop, in the last two years, the needs of the specific dialects of the various people so that we can move in this particular field,

particularly the Indian field of languages. There are many languages among them, as you know. This is more complex because of the factioning off, than has been the case of the Eskimo.

Mr. NIELSEN: They are not concerned about the preservation of their language, culture and traditions in a museum; they want them all in sight and among themselves.

Mr. CÔTÉ: That is why the cultural section in Indian Affairs has been developed, to make this something living, according to their needs and desires.

The CHAIRMAN: Since we are adjourning at eleven o'clock, I have Mr. Dinsdale, Mr. Reid and Mr. Alkenbrack.

Before I ask Mr. Dinsdale to proceed with his questioning, may I ask Mr. Côté to table the annual review on education because we have a sufficient number for distribution to everyone here.

Mr. CÔTÉ: I so agree, Mr. Chairman.

The CHAIRMAN: Agreed?

Some hon. MEMBERS: Agreed.

Mr. DINSDALE: Mr. Chairman, I would like, for a moment, to pursue this subject of the curriculum, which is basic to any good educational program.

Does the department still follow the basic Alberta curriculum?

Mr. SIMPSON: I should say that the Alberta curriculum is the basis for the curriculum followed in the north, but, there are departures from it, modifications of it, revisions of it, to meet northern conditions, particularly, in the elementary and vocational fields.

Mr. DINSDALE: In Churchill, I suppose, it would be the Manitoba curriculum that would be followed?

Mr. SIMPSON: The curriculum is a little different at Churchill, because of two factors. One is the northern affairs school there, and the other is the Duke of Edinburgh school, which is under the jurisdiction of northern affairs. The Duke of Edinburgh school, which is the continuation of the national defence school there and which is now under the jurisdiction of northern affairs follows the Manitoba curriculum completely. But it is mainly for white children. There are some Eskimo children from Akudlik and from the Northwest Territories taking academic work there. I presume you mean the vocational centre at Churchill?

Mr. DINSDALE: Yes, that is right.

Mr. SIMPSON: Well, that is a special curriculum which is academic upgrading vocational education. It has very little to do with the Manitoba curriculum. This is an occupational course which has been developed completely by the department for the use of children who are academically retarded. I am not at all talking in the sense of their being mentally retarded; these are academically retarded children.

Mr. DINSDALE: Is it the desire of the education branch to eventually have their own curriculum which would be completely adapted to the peculiar needs of the northerners?



Mr. Côté: Mr. Chairman, in that regard it is a very difficult problem. I think, we have to try to consider the aim of education in the north. I think the aim of education in the north is to assist boys and girls to develop into manhood and womanhood so that they may live more meaningful and satisfying lives in the environment in which they are called upon to live and in relation to life in the outside world.

Now, a large proportion of them are called upon to live in the northern territories but a number of them, even though they may be living in the northern territories, will have to qualify for technical and professional training, which will require them to initially get their training, from sources outside the territories. And so we have to maintain a school system which will make them competitive and qualified as against systems that exist in the remainder of Canada.

There may come a time when education beyond the secondary level will be available in the northern territories but this is not immediately in sight.

Mr. NIELSEN: In the Northwest Territories.

Mr. Côté: In the Northwest Territories. Maybe in the Yukon it is closer to sight.

Mr. DINSDALE: I realize that this is one of the problems in trying to bring a civilization into the 20th century civilization in one generation. As a matter of fact, it is sociologically impossible; it takes three generations. This is already evident, because you have the inevitable culture conflict, the conflict of generations and all the other things that go along with the process.

I have in mind, for example, the home economics program for the girls, which was emphasized by Mr. Simpson. Is this adapted to the living conditions in the local communities or is it carried out in modern, streamlined kitchens, with all the gadgets of the 20th century?

Mr. SIMPSON: I think in the north nothing is ever clear-cut; it is one thing I have learned. You always have to try to do two things at once. The home economics situation is no exception. I think there are two principles involved, one is to education people for their present role and also to educate for improvement. This is carried out in the home economics program. There are, it is true, modern, shining kitchens with electric ranges and washing machines and refrigerators. There are also homemaking cabins which simulate the conditions in small houses. So we are trying to balance the two approaches. I think it would be retrogressive to teach only home economics in the igloo situation and it would be equally wrong to teach it only in the modern push-button kitchen, so we are trying to do both.

Now, home economists will tell us the stove is just a source of heat and the skills and principles we teach them really are taught, regardless of what the source of heat is. I know it is a little different making pancakes on a wood stove, than on an electric range, because I have done it. I prefer them on a wood stove. You can adapt from one to the other if you know how to mix the pancakes and then flip them over at the proper time—wait until the bubbles come up. You can make pancakes on a wood stove or an electric stove, even if you have only learned on one of them.



Mr. DINSDALE: Yes; on the whole, it is a very difficult problem; for example, that of youngsters living in residences, away from their homes. This produces a conflict between the older and younger generations. I understand that this is being taken care of with cottage schools where the family pattern can be simulated.

But, just to move on from that particular difficulty to the other important aspect of education, the teaching staff. Are any of the indigenous people in the north moving into the role of teachers?

Mr. SIMPSON: They are moving into the role of teaching particularly, I would say, in the role of classroom assistants, which Mr. Côté mentioned earlier.

By the way, there will be a classroom assistants course in the Mackenzie, right in Yellowknife this summer. Last year there was one in Brockville to which we brought these girls. I have here a report of the teachers' conference which I received only yesterday. There are some pictures here, in which I think you would be interested, showing some of the classroom assistants who were trained last year at Brockville. I think you will agree that they certainly are excellent representatives. Here are two Eskimo girls who are employed as classroom assistants and, apparently, they are playing the piano. Rosie Kownak and Sally Kate render a piano duet. There are other pictures in here, one showing a group of Eskimo girls who are moving into the classroom assistance field. Would it be satisfactory to circulate this?

Mr. DINSDALE: There are no Eskimo or Indian students who have yet been certified as teachers?

Mr. SIMPSON: Yes; we had a certified teacher from Fort McPherson who taught in our school system.

Mr. CÔTÉ: There are more Indians throughout Canada than there are Eskimos and this is the beginning of the process for Eskimos as teachers.

Mr. DINSDALE: Are these youngsters encouraged to move into the educational field? Because it seems to me there is a great opportunity here and one which would assist in meeting this problem of cultural conflict and clash, if one of their own people was operating in the educational situation.

Mr. Côté: We are trying to do that, and put some emphasis on it, by training these classroom assistants and getting them interested in it and, if they are anxious to move ahead, we will support them. I agree this is very important.

Mr. DINSDALE: In the gradual transition to greater economy in the Northwest Territories, is it contemplated that the educational branch will move into the north?

Mr. Côté: Eventually, yes, sir.

Mr. DINSDALE: How long is "eventually"?

The CHAIRMAN: I am sorry to interrupt this very interesting conversation. At the next meeting, and dealing with the estimates, Mr. Dinsdale will continue with his questioning, then Mr. Reid, Mr. Alkenbrack and Mr. Basford.

The next meeting, gentlemen, will be Tuesday, June 7 at 9.30 a.m. in this room, on Item No. 15. The witness will be Mr. H. C. Craig of the Waterton Lakes Chamber of Commerce and member of their advisory council. I hope you will all be here on that occasion. Thank you very much for being here this morning.

APPENDIX I

DEPARTMENT OF NORTHERN AFFAIRS AND  
NATIONAL RESOURCES

Report for the Northern Affairs and  
National Resources Committee

Curriculum Development Work  
for the Northwest Territories  
School System

Although the development of specific curricular programs for northern schools is centrally co-ordinated using curriculum specialists as educational leaders, there is a maximum involvement of teaching staff employed at the local level. Curriculum construction is based on the following principles:

1. Cultural inclusion—intentional reference in every unit of instruction to the child's environment.
2. Cultural enrichment—inclusion of learning experiences and materials to compensate for lacks in the child's environment.
3. Pedagogical selection—selection by teachers of programs and activities which will be interesting, challenging and meaningful to the child.

A typical program would be developed in the following manner:

1. Local programs developed for local schools by teachers under the guidance of a curriculum specialist.
2. Best elements of local programs selected and synthesized in summer workshops by curriculum committees composed of experienced teachers drawn from a number of northern areas.
3. New program tried out in schools.
4. Evaluation of new programs and further development including instructional materials.
5. Further experimental use and development.
6. Revision based on experimental use.

Guided by these principles and using the approach outlined the following programs have been produced at the elementary school level:

- (1) New school programs in Social Studies for the Mackenzie Education District and the Arctic Education District;
- (2) A language arts program for the Mackenzie Education District;
- (3) Specially designed program and materials for teaching English as a second language in both the Arctic and Mackenzie Districts;

- (4) A relatively large number of supplementary readers based on northern themes;
- (5) A physical education and health program;
- (6) A specially designed physical education program for Arctic schools which will be complemented by a book of "Eskimo Games" and a publication entitled "Northern Physical Education Illustrated" (both being printed);
- (7) Science slide collections for the schools—over 200 slides on northern flora and fauna;
- (8) Sixty or more northern science charts with appropriate explanations;
- (9) Accelerated academic up-grading programs for the Sir John Franklin School and for the Churchill Vocational Centre;
- (10) New mathematics workbooks and new number charts incorporating modern approaches to the teaching of mathematics.

A series of filmstrips on Government in the Northwest Territories has been developed and work has begun on a new series of filmstrips on northern co-operatives, correlated with northern elementary school and northern adult education programs.

A list of library books has been issued and a revised supplement to this list has been prepared. Every two years the "List of Text Books and Instruction Materials" authorized by the Commissioner of the Northwest Territories, for use in northern schools is revised.

System-wide testing programs have been developed and northern norms have been published for a number of selected standardized achievement and mental ability tests.

At the secondary school level there is perhaps less need for specially prepared school programs. Northern high schools follow school programs based on those of adjacent provinces. Curriculum development for secondary school age pupils has been carried out mainly in special fields related to vocational education, for example Junior Secondary School Industrial Arts and Home Economics programs have been developed for use in Grades VII, VIII and IX, and a course in vocational mining has been prepared at the senior high school level. A new Vocational Secondary School Program is planned for the Sir John Franklin School in Yellowknife permitting pupils to choose options like Dry Cleaning and Laundry, Mine Maintenance and other courses related to employment opportunities in the north.

Many pupils of secondary school age are not in the regular age-grade pattern. The school system makes provision for this group of pupils in two ways:

- (1) Education in the Community School.

Special academic up-grading programs, mentioned earlier, have been designed to help pupils progress at rates commensurate with their maturity. A start is made at whatever academic level the pupil has achieved and progress is paced to suit his rate of learning. Special programs in Industrial Arts and Home Economics and related activities have been developed for this group. These include courses in

Foods for Health, Small Oversnow Vehicles, Cars and Use of Firearms, and the Preparation of Furs. A course in Northern Survival is being printed next for distribution in September.

- (2) The Pre-vocational School at Churchill and the Sir John Franklin Vocational and High School.

A chart showing the program offered at Churchill is included with the materials accompanying this reply. The program is a model for the proposed Occupational Education Program outlined in the approved five-year plan for northern education.

At the Pre-vocational schools at Churchill and Yellowknife, pupils spend 50 per cent of their time in vocational subjects and the remaining time in academic work. A special feature of the academic up-grading programs of the Churchill school is the large number of mutually supportive academic-vocational units. Working through these units pupils are encouraged to apply their academic training in a specifically vocational setting. A revision of these programs will be published in September.

A list of publications produced for northern teachers is attached to this report. Copies of these materials can be made available for inspection.

Ottawa, May 25, 1966.

#### DOCUMENTARY AIDS FOR NORTHERN TEACHERS EDUCATION DIVISION

##### *Authorized Books*

1. Authorized Textbook and Instructional Materials.
2. Library Books.

##### *Curriculum Guides and Reports of Curriculum Committees*

1. Report of Social Studies Workshop, Inuvik, 1961.
2. Primary Social Studies, Sir Alexander Mackenzie School, Inuvik, 1962.
3. Social Studies Course Outlines for Grades IV-VI, Sir Alexander Mackenzie School, Inuvik, 1962, Federal School.
4. Social Studies for Grades I to VI, Aklavik, 1962.
5. Social Studies Program, Grades I-III, Hay River, 1962.
6. Report of Yellowknife Committee on Social Studies, 1962.
7. Report of Fort Smith Social Studies Curriculum Committee, 1962.
8. Report of Fort Simpson Social Studies Curriculum Committee, 1962.
9. Proceedings of Mackenzie Education District Social Studies Workshop, Yellowknife, 1962.
10. Curriculum Guide, Social Studies Program, Mackenzie Education District, Experimental Edition, 1962.
11. Proceedings of Mackenzie Education District Social Studies Program Evaluation Committee, 1963.



12. Mackenzie Education District Social Studies Program, Special Issue of Curriculum Bulletin, September 1962, Vol. 2 No. 2.
13. Readings on Aims and Objectives of Social Studies Programs, 1959.
14. Social Studies Program, Grades I to III, Federal School, Baker Lake, 1963.
15. Social Studies Program, Grades I to III, Rankin Inlet Federal School, 1963.
16. Social Studies Program, Grades I to III, Joseph Bernier School, Chesterfield Inlet, 1963.
17. Social Studies Program, Grades I to VI, Federal School, Great Whale River, 1963.
18. Social Studies Program, Grades I to VI, Federal School, Fort Chimo, 1963.
19. Social Studies Program Arctic Education District, Interim Edition, (being printed).
20. Curriculum Guide Language Arts Program Part I; Mackenzie Education District.
21. Language Program—Inuvik—Beginners—Grade II.
22. Language Program—Inuvik—Grades III-VI.
23. Games and Activities for Beginners in English.
24. Picture Book for "Lets Begin English".
25. Lets Begin English—a Program for Teaching English as a Second Language.
26. Verbs in Pictures—for Beginners in English  
Programmed Instruction with Teacher Participation  
Physical Education Program—Arctic Education District.
27. Accelerated Academic Upgrading Program.
28. Curriculum Guide Social Studies Program (Churchill Vocational Centre).
29. Curriculum Guide Science Program (Churchill Vocational Centre).
30. Curriculum Guide Mathematics Program (Churchill Vocational Centre).
31. Curriculum Guide—Language Arts (Churchill Vocational Centre).
32. Health and Physical Education.
33. Physical Education Program for Arctic Schools.
34. Eskimo Games—A supplement to Arctic Physical Education Program (being printed).
35. Northern Physical Education Illustrated—A supplement to Arctic Physical Education Program (being printed).
36. Northern Workbook in Mathematics—Caribou Series (being printed).
37. Sets and Numbers—A Pre Number Program.
38. Northern Science Charts with Explanation.
39. Vocational Mining.
40. Practical Programs in Homemaking.
41. Practical Programs in Industrial Arts.
42. Junior High School Home Economics.
43. Food—for Health.
44. Vocational Education Handbook.

45. Junior High School Industrial Arts.
46. Small Oversnow vehicles.
47. Northern Cook Book.
48. Series of Filmstrips on Government in the Northwest Territories.
49. Series of Filmstrips on Northern Co-operatives.
50. Collection of color slides on Northern Flora and Fauna.

*Supplementary Readers*

1. Eskimo Way of Living
2. The Story of Papik an Eskimo Boy  
English and bilingual version
3. My First Book—Primer
4. Here's Jack—Primer
5. Igloolik—bilingual
6. Nicotye and Her Family  
English and bilingual
7. A Weekend in Ottawa
8. Mr. Larson's Visit
9. Nuna
10. Save the Caribou
11. Seal Hunt

*Teacher References*

1. Conserve Our Resources
2. Activity Book, Vol. 1
3. English as a Second Language—Units of Instruction and Lesson Planning for E.T.P.

*Teachers' In-Service Bulletins and Reports on Research*

1. What Can We Use?
2. What Shall We Do?
3. Initiating an Art Program.
4. Where Can We Get It?
5. Test Item Construction.
6. Assessing the Intellectual Ability of Indian and Metis Pupils at Fort Simpson, Northwest Territories.
7. Mackenzie District Norming Project.
8. Northwest Territories Testing Program—Mackenzie District Norms.
9. Modern Mathematics.
10. Providing for Individual Differences.
1. Beginning with the Beginners.
2. An Experiment in Division 2  
Reading—Inuvik
3. Junior High School. Remedial Reading Program.
4. Remedial Survey Guide for the Mechanics of Reading.
5. Tentative Norms for Metropolitan Achievement Test Battery.

## APPENDIX II

GRANTS FOR NORTHERN RESEARCH AND FOR NORTHERN SCIENTIFIC  
RESEARCH EXPEDITIONS

On the recommendation of the Scientific Research Sub-Committee of the Advisory Committee on Northern Development provision was first made in the departmental estimates for 1962-63 for grants for northern research and for northern scientific research expeditions. This is a continuing program, administered by the Northern Co-ordination and Research Centre.

Grants are made on the recommendation of a special committee of scientists from the government and from the universities under the chairmanship of Dr. W. E. van Steenburgh. For the current fiscal year a sum of \$200,000 has been authorized.

A detailed study is at present being made to determine the total expenditures by the federal government on northern research, including technical surveys, by general geographical areas and scientific fields. The total annual figure, including capital expenditures, could well be in the order of \$15 million.

## CONDITIONS

To qualify for a grant a *northern research institute* must:

1. Be concerned with research in the Arctic or Sub-Arctic of North America.
2. Be a non-profit organization.
3. Be incorporated by law, or by university statute, or be affiliated with a university, or be in possession of a recognized charter.
4. Be the co-ordinating agency in the university for northern research and could include an interfaculty committee established for this purpose.

To qualify for a grant a *northern scientific research expedition* must:

1. Be organized for serious scientific study and not for personal gain or private travel.
2. Be sponsored by a recognized northern research institute, a university department, a government department, or a recognized scientific organization that will vouch for the members.

Since the beginning of the program grants have been awarded as follows:

<i>Institute or Expedition</i>	1962-63	1963-64	1964-65	1965-66
Arctic Institute of N. America . . . . .	12,000	12,500	23,500	16,500
Arctic Studies Group				
L'Université de Montréal . . . . .	....	....	....	3,000
Boreal Institute				
University of Alberta . . . . .	4,800	4,800	5,000	6,500

Canadian Research Centre for Anthropology				
University of Ottawa .....	1,200	1,200	5,000	5,000
Centre d'Études Nordiques				
Université Laval .....	6,000	7,000	13,000	20,000
Committee on Arctic and Alpine Research				
University of British Columbia ...	1,500	4,000	12,000	15,000
Committee on Northern Studies				
University of Manitoba .....	1,500	1,500	5,000	8,000
Institute for Northern Studies				
University of Saskatchewan .....	6,000	7,000	12,000	15,000
Institute of Earth Studies				
University of Toronto .....	....	....	7,500	7,500
Institute of Social and Economic Research				
Memorial University, Nfld. ....	....	5,000	5,000	10,000
McGill Committee for Northern Research				
McGill University, Montreal ....	....	....	5,000	5,000
Boothia Peninsula Expedition				
University of Ottawa .....	....	1,000	12,000	16,000
Devon Island Expedition				
Arctic Institute of N. America ....	10,800	10,000	10,000	10,000
Seefeld Ranges Research Project				
Arctic Institute of N. America ....	....	....	....	7,500
Jacobsen-McGill Expedition .....	16,200	16,000	5,000	....
Annual Total .....	\$ 60,000	\$ 70,000	\$ 120,000	\$ 145,000



## APPENDIX III

## RESEARCH PROJECTS AT THE INUVIK RESEARCH LABORATORY

The Inuvik Research Laboratory was established to provide facilities and support to scientists from any government department, from universities, and from industry. It has not conducted a research program of its own, but consideration is at present being given to initiating such a program, directed primarily towards the investigation of local conditions and local problems.

Attached are lists of projects carried out with some measure of support from the laboratory during the fiscal years 1964-5 and 1965-6. In some cases the support has been major. The cosmic ray monitor for instance is operated throughout the year by the laboratory staff on behalf of the National Research Council and Atomic Energy of Canada Limited. In other cases only minor assistance has been given such as the temporary use of a laboratory.

A number of projects are currently in progress and the laboratory is playing an important part in the trials of the SRN-5 Hovercraft being carried out in the Mackenzie Delta and based at Tuktoyaktuk.

## INUVIK RESEARCH LABORATORY

## Support Projects

1 April 1964 to 31 March 1965

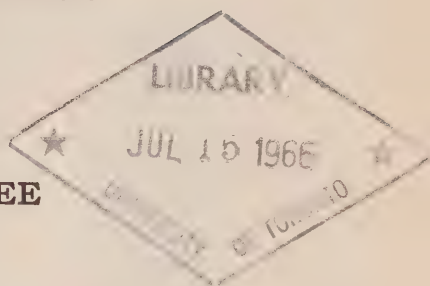
Bracketted investigators not at Lab during year

Project	Agency	Investigators
Acceleration of Ice Thaw by Dusting	National Research Council/ Defence Research Board	G. P. Williams Staff
Aerobic Sewage Treatment	Department of National Health and Welfare	J. W. Grainge Staff
Air Temperature Study	National Research Council/ Defence Research Board	G. H. Johnston Staff
Arctic Agriculture	Department of Agriculture	J. Schick W. Russel
Arctic Botany	University of British Columbia	John Lambert
Arctic Botany	Stockholm Natural History Museum	E. Hulthen M. Staheli
Arctic Lichen Study	University of Wisconsin	W. J. Thomson
Arctic Marine Biology	Stockholm Natural History Museum	C. Holmquist P. Sovalik
Arctic Microbiology	Arctic Institute of North America/ University of Ohio	W. L. Boyd J. W. Boyd
Arctic Ocean Reconnaissance	Fisheries Research Board/ Arctic Unit	I. Gidney D. Patrilsyn J. Geanboulva

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966



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STANDING COMMITTEE

ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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ADDENDUM TO  
MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

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FRIDAY, JUNE 3, 1966

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(Pages 251 to 257 incl. of APPENDIX III)

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ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



Project	Agency	Investigators
Arctic Ornithology	Canadian Wildlife Service	T. W. Barry J. Cox
Arctic Plant Ecology	University of Wisconsin	J. Larsen
Arctic Petroleum Logistics	Imperial Oil Ltd.	A. Hemstock G. Schlosser
Arctic Travelogue	Willis Butler Productions	W. Butler
Arctic Tree Development	Mackenzie Forest Service	G. Jackson Staff
Arctic Water Supply	Department of National Health and Welfare	J. W. Grainge
Bubbler System in Tuktoyaktuk	National Research Council/ Hydraulics	J. Herron H. Canes G. Priest
Caribou-Reindeer Populations	Canadian Wildlife Service	D. A. Benson C. Hobart
Child Separation Study	University of Alberta	C. Hill
Cosmic Ray Monitor	National Research Council/ Atomic Energy of Canada Ltd.	(J. F. Steljes) (H. Carmichael) Staff
Delta Exploration Logistics	Shell Oil Company	J. McLaughlin D. Stoneman C. Wallace
Delta Gravity Survey	Velocity Surveys	T. Langton
Delta Lumber Survey	Northern Administration Branch/Industrial Division	C. Clare G. Jackson
Falcon Capture	Provincial Museum, Victoria, B.C.	F. Beebe
Fisheries Inspection	Department of Fisheries	W. Smith R. W. Fleming
Forest Inventory of Lower Mackenzie River	Department of Forestry	W. L. Wallace J. C. Wagner I. Miller
Garry Island Reconnaissance	Department of Mines & Tech- nical Surveys/University of British Columbia	J. R. Mackay D. Kerfoot H. Kerfoot A. Oliver J. Stagger
Ground Temperature Study	National Research Council/ Defence Research Board	G. H. Johnston Roger Brown Staff
Inuvik Building Condensation	National Research Council/ Defence Research Board	B. Dickens
Inuvik Engineering Survey	National Research Council/ Defence Research Board	G. H. Johnston J. Plunkett A. Guibord
Inuvik Planning Investigations	Department of Public Works	J. E. Wilkins
Inuvik Reservoir Survey	Northern Canada Power Com- mission	W. Stott Staff



Project	Agency	Investigators
Inuvik Site Survey	Department of Public Works/ Banff Testing Laboratory	T. Feser R. Carruthers P. Lukowsky
Inuvik Snow Survey	National Research Council/ Defence Research Board	P. Curtis
Inuvik Town Planning	Northern Affairs & National Resources/Northern Admin- istration Branch	W. Hewitt
Inuvik Tree Project	Mackenzie Forest Service	G. Jackson Staff
Inuvik Water Tests	Northern Canada Power Com- mission	B. Clark
Inuvik Wharf Testing	Department of Public Works/ Banff Testing Laboratory	T. Feser D. Cook P. Andru
Kutchen Anthropology Laboratory Design	University of Cornell Arctic Research Laboratory	M. Durbin L. Rogers H. Peyton R. Lange M. Staheli
Lemming Population Dynamics	University of Alberta	F. T. Theaker
Mackenzie Delta Mammals	Canadian Wildlife Service	V. D. Hawley B. Franzin M. Aleksiuik A. Enge E. Moore
Mackenzie District Reconnaissance	University of Alberta	K. Abrahamsson
Mackenzie Drainage System Tour	National Geographic	R. W. Montague
Mackenzie River Reconnaissance	Department of Mines and Tech- nical Surveys, Geographical Branch/University of British Columbia	J. R. Mackay D. Mackay J. Stagger D. Kerfoot H. Kerfoot
Mackenzie River Tide Study	Department of Mines and Tech- nical Surveys, Geographical Branch/University of British Columbia	J. R. Mackay Staff
Mapping Survey	Army Map Service	Mr. Oliver Mr. Dennis
Migratory Birds Reconnaissance	U.S. Fish & Wildlife	R. Smith H. Jensen
Northern Meat Sampling	Department of National Health & Welfare/Radiation Protec- tion Division	(P. M. Bird) Staff
Northern Regional Survey	University of Ohio State	L. Gerchens

Project	Agency	Investigators
Northern Sovereignty	Northern Coordination & Research Centre	G. Smith
Permafrost Under Arctic Lakes	National Research Council/ Defence Research Board	G. H. Johnston R. J. E. Brown
Petroleum Search	Imperial Oil Ltd.	J. Kempel D. Whallit A. Hemstock R. Peterson L. Hatelid B. Zederayko G. Schlosser
Petroleum Search	Petroper	P. H. Roché
Petroleum Search	Shell Oil	A. N. McLoughlin
Pile Refreezing Study	National Research Council/ Defence Research Board/ Department of Public Works	J. McKenna Staff
Radio Interference Survey	Department of Transport	B. Clark
Radioactivity on Arctic Plants	University of British Columbia	B. Fraser
Regional Survey	Northern Affairs & National Resources/Northern Administration Branch	N. Faulkner
Reindeer Dynamics	Canadian Reindeer Project	S. B. Johansson A. Sutherland Staff
Reindeer Inspection	Department of Agriculture/ Meat Inspection	K. W. Perry
Reindeer Meat Sampling	Royal Canadian Hospital	(C. B. Hill) Staff
River Ice Load Capacity	B.A. Oil Company	C. B. Nyberg Staff
Sandhill Cranes on Banks Island	Private	L. H. Walkinshaw
Satellite Tracking Site Location	European Space Research Organization	P. D. Lund P. Blassel Staff
Seismic Fish Kill	Department of Fisheries	R. K. Kearns
Tree Nesting Deer Falcons	Northern Administration Branch/Education Division	R. Fyfe
Tule Geese Study in Mackenzie Delta	World Wildlife Fund	R. Elgas J. Kiracoff
Utilidor Construction	Department of Public Works/ Warnock Hersey	A. Desolier

## INUVIK RESEARCH LABORATORY

## Support Projects

1 April 1965 to 31 March 1966

Project	Agency	Investigators
Acceleration of Ice Thaw	National Research Council/ Defence Research Board	G. P. Williams Staff
Air Temperature Study	National Research Council/ Defence Research Board	Staff
Arctic Botany	Macdonald College	D. Swales W. Newton
Arctic Botany	University of British Columbia	J. Lambert D. Morrison
Arctic Environmental Study	Arctic Institute of North America/University of Alberta, Edmonton	K. Abrahamsson P. Kakela
Arctic Logistics	Imperial Oil Ltd.	G. Schlosser
Arctic Microbiology	Arctic Institute of North America/University of Ohio	W. L. Boyd S. W. Boyd
Arctic Ornithology	Canadian Wildlife Service	T. W. Barry Ann Enge
Banks Island Survey	Northern Administration Branch/Industrial Division	P. J. Usher
Black Fly Collection	Department of Agriculture	Staff
Broadcasting Survey	Strathmere Association	A. Sim
Bubbler System-Tuktoyaktuk	National Research Council/ Hydraulics	G. Priest
Caribou Count	Canadian Wildlife Service	A. Pearson
Condensation Study	National Research Council/ Defence Research Board	B. Dickens Staff
Cosmic Ray Monitor	National Research Council/ Atomic Energy of Canada Ltd.	Staff
Delta Gravity Survey	Velocity Surveys	T. Langton
Delta History	Independent	P. Barry
Delta Radio Programming	Canadian Broadcasting Commission/Indian-Eskimo Association	P. Lumsden
Delta Road Program	Inuvik Chamber of Commerce	Staff
Delta Water Levels	University of British Columbia	Staff
Economic Survey	Grant Powder Company	P. Haley
Economic Survey	Northern Administration Branch/Industrial Division	D. Bissett
Education	Northern Administration Branch/Education Division	D. Potter

Project	Agency	Investigators
Education History	University of Alberta	W. Carney
Experimental Product Development	Northern Administration Branch/Industrial Division	A. Roegiers
Fisheries Inspection	Department of Fisheries	W. Smith
Float Plane Study	Department of Transport	S. R. Lantinga K. Ewing Staff
Fossil Vertebrates	National Museum	D. Russell R. Shearman
Garry Island Reconnaissance	Department of Mines and Technical Surveys/University of British Columbia	J. R. Mackay D. Kerfoot H. Kerfoot A. Oliver
Gas Sampling	Imperial Oil Ltd.	D. C. Waylett C. Evans
Geology Reconnaissance	Atlantic Oil	R. Walton B. Brady
Geology Reconnaissance	B.A. Oil Company	A. McDermott F. Souaya
Geology Reconnaissance	Petropar	P. Riche P. du Bois
Geology Survey	Imperial Oil Ltd.	D. C. Waylett
Gravity Program	Imperial Oil Ltd.	J. Hughson
Gravity Survey	C.G. de Geophysic	P. Chauven
Gravity Survey	Petropar	R. Disher
Ground Temperature Study	National Research Council/Defence Research Board	Staff
Hovercraft Trials	Northern Affairs and National Resources/Defence Research Board	M. Charteris-Black G. Hammond J. Brown R. McKay-Keenan P. Cooper C. Merrill
Industrial Design	Northern Administration Branch/Industrial Division	A. Roegiers
Industrial Projects	Northern Administration Branch/Industrial Division	W. Hill
Inuvik Engineering Survey	National Research Council/Defence Research Board	G. H. Johnston J. Plunkett
Inuvik Reservoir Study	Northern Canada Power Commission	Staff
Inuvik Site Survey	Department of Public Works/Banff Testing Laboratory	T. Feser R. Carruthers
Inuvik Snow Survey	National Research Council/Defence Research Board	P. Curtis
Inuvik Town Planning	Department of Public Works	P. Korwin



OFFICIAL REPORT OF MINUTES  
OF  
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations  
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LÉON-J. RAYMOND,  
*The Clerk of the House.*

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

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TUESDAY, JUNE 7, 1966

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Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

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WITNESSES:

Mr. H. C. Craig, President, Waterton Park Chamber of Commerce, and a  
Director, Waterton Park Advisory Council, Alberta; Mr. E. A. Côté,  
Deputy Minister, Department of Northern Affairs and National Re-  
sources.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

STANDING COMMITTEE ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack  
Mr. Basford  
Mr. Dinsdale  
\*Mr. Duquet  
Mr. Gundlock  
Mr. Habel  
Mr. Haidasz

Mr. Horner (*Jasper-  
Edson*)  
Mr. Howard  
Mr. Hymmen  
Mr. Laprise  
Mr. LeBlanc (*Rimouski*)  
Mr. Legault  
Mr. Lind

Mr. Mather  
Mr. McKinley  
Mr. McWilliam  
Mr. Neveu  
Mr. Nielsen  
Mr. Roxburgh  
Mr. Simpson  
Mr. Southam—24

Michael A. Measures  
*Clerk of the Committee*

---

\*Replaced Mr. Reid on June 6, 1966.

ORDER OF REFERENCE

MONDAY, June 6, 1966.

*Ordered*,—That the name of Mr. Duquet be substituted for that of Mr. Reid on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

TUESDAY, June 7, 1966.

(10)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Basford, Dinsdale, Duquet, Gundlock, Habel, Haidasz, Hymmen, Laprise, Legault, Lind, McKinley, McWilliam, Nielsen, Roxburgh, Simpson, Southam (17).

*Also present:* Messrs. Ryan, Skoreyko, Watson, (*Châteauguay-Huntingdon-Laprairie*), Woolliams, M.P.'s.

*In attendance:* Mr. H.C. Craig, President, Waterton Park Chamber of Commerce, and a Director, Waterton Park Advisory Council, Alberta; Mr. E.A. Côté, Deputy Minister, Department of Northern Affairs and National Resources.

In relation to item 45 of the main estimates of the Department of Northern Affairs and National Resources:

On motion of Mr. Nielsen, seconded by Mr. Simpson,—That the Speaker and members of the Yukon Legislative Council having, by resolution passed at the last session of their Council, requested the opportunity of being heard by this Committee on matters affecting the government and administration of the Yukon, the calling of Mr. Speaker and the six members of the Yukon Legislative Council to appear as witnesses before this Committee be referred to the Subcommittee on Agenda and Procedure for consideration and report,  
the Committee divided: 6 yeas, 6 nays. The Chairman deferred his casting vote.

The Committee resumed consideration of Item 15 of the Main Estimates, in relation to which the Chairman introduced Mr. H.C. Craig, an invited witness.

Mr. Craig made an opening statement and was questioned on the matter of national parks and leaseholders.

On requests from time to time during the questioning, Mr. Côté gave related information.

The questioning having concluded, Mr. Craig made a closing statement.

On behalf of the Committee, the Chairman thanked Mr. Craig for his attendance.

At 12.13 p.m., the Committee adjourned to Thursday, June 9, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

*(Recorded by Electronic Apparatus)*

TUESDAY, June 7, 1966.

● (9.45 a.m.)

The CHAIRMAN: Gentlemen, we now have a quorum.

We are on item 15 of the main estimates of the Department of Northern Affairs and National Resources, and this morning we have with us an invited witness, Mr. H. C. Craig who is president of the Waterton Park Chamber of Commerce and a director of the Waterton Park Advisory Council.

On behalf of the Committee I wish to welcome Mr. Craig and hope his stay in Ottawa will be enjoyable and also fruitful.

Perhaps Mr. Craig would like to make a statement.

Mr. NIELSEN: Mr. Chairman, you will recall that I spoke to you before we convened about my making a formal motion in connection with a matter I raised at the outset of the sittings of this Committee.

Since Mr. Woolliams, who is a parks man, wants to change with me on the Committee and in anticipation of further parks witnesses, I request your indulgence to make this motion this morning simply to get it out of the way.

It has to do with the calling of the Speaker and members of the Yukon Legislative Council before the Committee since the Council has expressed a desire to be heard. My intention is to move a motion that the calling of the Speaker and the members of the Council be referred to the steering committee for consideration and report back to the Committee.

I would simply like to get it on the record now if I have your permission to make that motion.

The CHAIRMAN: Go ahead, Mr. Nielsen.

Mr. NIELSEN: I move that the Speaker and members of the Yukon Legislative Council, having, by resolution passed at the last session of their Council requested the opportunity of being heard by this Committee on matters affecting the government and administration of the Yukon, the calling of Mr. Speaker and the six members of the Yukon Legislative Council to appear as witnesses before this Committee, be referred to the steering committee for consideration and report.

The CHAIRMAN: Is there a seconder for the motion?

Mr. SIMPSON: I second the motion.



The CHAIRMAN: Gentlemen, you heard the reading of this motion, that this matter be referred to the steering committee for consideration. What is your pleasure? Is there any discussion on this?

Mr. HAIDASZ: Mr. Chairman, what is the purpose of this motion by Mr. Nielsen? Could he explain this?

Mr. NIELSEN: Yes. The Yukon Legislative Council passed a resolution, of which I am sure Dr. Haidasz is aware, at their last session, requesting the opportunity of being heard before the Standing Committee on Northern Affairs and National Resources by appearing as witnesses as the elected representatives of the people of the Yukon, to express their views on the government and the administration of the Yukon, particularly the future form of administration they would like to see employed in the Yukon.

They merely request the opportunity of being heard on these matters before this Committee.

The CHAIRMAN: Is there any further discussion on this question?

Those in favour, please signify. Those opposed?

There are 6 in favour and 6 opposed.

The CLERK OF THE COMMITTEE: You have a casting vote, Mr. Chairman.

The CHAIRMAN: While I have no objection to this matter being referred to the steering committee, under the usual procedure the Chairman, in the event of a tie, negates the motion. I think, with your indulgence, I will reserve my judgment and give it some consideration before I cast my vote.

We will now proceed with the hearing of the witness, Mr. Craig.

Mr. H. C. CRAIG (*President, Waterton Park Chamber of Commerce*): Thank you very much, Mr. Chairman.

In representing the Waterton Chamber of Commerce I would first like to say that we are very pleased to have the opportunity of presenting some of our views and telling you about some of the problems that we have operating under the present park policies.

Would it be in order, Mr. Chairman, if I collectively asked your Committee a question before I started my presentation?

The CHAIRMAN: Go ahead.

Mr. CRAIG: How many members on the Committee have ever been in Waterton Lakes National Park?

The CHAIRMAN: I am sure Mr. Woolliams has been there.

Mr. WOOLLIAMS: Oh, yes, I know it well. Mr. Nielsen and I have discussed this matter, and when the parks come up—and they have been on—probably with his grace, I will be on the Committee this afternoon; so that if something develops on parks, because I have been representing the park area, and I know the Chairman will appreciate this—and the Banff National Park which is the largest national park in Canada, I was wondering, if there should be any questions this morning, whether the Chairman and the Committee would bear

with me if I might ask those questions a little prematurely, before becoming a member this afternoon?

Mr. CRAIG: Mr. Chairman, I do not have a prepared brief as such. I know that in the business of Committees briefs become very tiresome things, and they lead to counter briefs. These are comments made at the last meeting of the Waterton Chamber of Commerce—some notes made from that particular meeting.

Our number one concern, of course, is the legality of the repudiation of perpetual leases. You are aware, of course, that we have obtained legal counsel to work on this case, and I do not think any further comments from me would be necessary at this particular time.

If, in fact, the proposed changes in leasing in the park become effective, then our number one concern is the 42-year proposed lease with all improvements reverting to the crown at the expiration of the lease. Here we would like to call attention to the fallacy of a blanket policy as it pertains to the western parks.

Waterton Lakes National Park, with a permanent population of 225 people, is certainly not in the same league with Banff and Jasper. We are not on a highway; we do not have the benefit of any transient business; people only go to Waterton Lakes National Park if they actually intend to go there. They do not go there accidentally or by chance. They have to be going to Waterton Lakes National Park. Consequently, we are faced with a permanent four month business operation. In that four month business operation, we feel that if we have 100 days this is the best that we can possibly count on.

On the basis of a four month business year, it takes three years to get one year's full business. Therefore, in a 42-year lease, in actuality we are looking at 14 years. In 14 years, there is a pretty slim chance of writing off your investment in the park. It is an economic impossibility.

There is a prevalent feeling that business people in the park—any park—have a mighty lucrative operation. I have here an audited recap of 9 years' operation of the Waterton Lakes Hotel Company of which I am the general manager. The Waterton Lakes Hotel Company is the largest single commercial operation in Waterton Lakes National Park. It is a complex which consists of the lodge and a motel operation; we have a coffee shop, licensed dining room, cocktail lounge, beer parlour, two gift shops and 50 lodge and motel units plus the Canadian Imperial Bank of Commerce as a permanent tenant. I would like to read to you the preamble to this particular financial statement. "To the shareholders, Waterton Lakes Hotel Company—."

Mr. BASFORD: Mr. Chairman, if we are going to have the statement read into the record we should have all of the statement and not just parts of it.

The CHAIRMAN: I think Mr. Craig should be allowed to continue. Proceed, Mr. Craig.

Mr. LIND: Especially what the net profit is to him!

Mr. CRAIG: This is the intent, sir.

Mr. LIND: If he is going to read part of it, he should give us the gross, the expenses and the net.

Mr. BASFORD: Mr. Chairman, we might yet hear that. We might be premature.

Mr. CRAIG: "To the shareholders, Waterton Lakes Hotel Company, 1956 Limited, Waterton Lakes, Alberta: Gentlemen, in accordance with your request we have prepared the attached statements and schedule hereto listed. The enclosures have been prepared from the audited financial statements year ends March 31, 1957 to March 31, 1965, as previously prepared by this firm.

We hereby submit the following for your information.

The company commenced operations May 15, 1956, at which time shareholders contributed \$4,000 for share capital and loaned to the company, \$37,000. The shareholders have had money loaned to the company in the amount of \$37,000 to \$54,000 each year from 1956 to 1965. As of March 31, 1965, the company was indebted to the shareholders in the amount of \$46,000.

There has been no interest earned by the shareholders on the notes, nor has there been any return on share capital invested for the period May 15, 1956 to March 31, 1965. The company has a net accumulated operational deficit at March 31, 1965 of \$2,241."

We started operations in the lakes in 1957, with an investment of \$131,232. By 1965, it had increased to \$367,604. Last year—and this is not in the audit section of this report—it had increased to \$439,274 and our accumulated surplus deficit account was \$10,620. That is after 10 years operation in the park—and no interest on your loans to the company. It does not sound like a particularly lucrative operation.

Naturally there are two questions you are going to ask. One is how competent is the management. I have a partner, Mr. Albert Swinnerton, from Fort Macleod, who is a second generation hotel operator and for 10 years he was president of the Alberta Hotel Association. In 1952 or 1953—I have forgotten which—he was national president of the Canadian Hotel Association. I think he is a competent man in beverage and lodging. I have been in the food service business since 1932 continuously, with the exception of four years I was overseas. I have been on the national executive of the Canadian Restaurant Association for fifteen years. I was national president of the Canadian Restaurant Association in 1960. I was the food service representative on your Canadian Government travel trade mission to the orient in 1965. I think that we are a fairly knowledgeable team of operators.

I do not think that any of you business men on this particular committee would be happy looking at a forty-two year lease, or a statement like that. The next question, of course, you are going to ask is "How much money do you take out of your operation?" Mr. Swinnerton takes between one thousand and two thousand dollars a year. I take six thousand dollars a year. I drive a company car, which is a 1963 Plymouth station wagon with 80,000 miles on it.

This is the largest single business in Waterton Lakes.



I will leave this with you, Mr. Chairman, for your consideration and if and when you bring your Committee out west I will supply financial statements for every year and have my bookkeeper go over them with you. Are there any questions?

Mr. WOOLLIAMS: I am interested in this perpetual lease, because in 1961, in the Chamber of Commerce in Lake Louise, Mr. Coleman met in reference to the visitor's centre. At that time he pointed out that the people there who would likely be getting leases would get a forty-two year lease with a twenty-one lease with the right to renew. There have been some changes made since that time. Apparently now it has come down to a forty-two year lease.

I would like to ask the witness if he knows of any situation which has developed in Banff National Park and, I believe, in Jasper, where people are standing on their perpetuaries, that is, where they have the right in perpetuity—It is almost like a title; it is registered in the land titles office in Alberta, and we have scores of land titles assistants—and where they are going to sell property, and then the Department says—and I am not going to get into the legal ramifications—"We will agree to the transfer, but we want this changed to a forty-two year lease."

Have you had situations like that in Waterton?

Mr. CRAIG: I have a lease right here, Mr. Chairman, of my own property—a perpetual lease which was renewed on a forty-two year basis, with the right to remove the improvements at the termination of the lease.

● (10.00 a.m.)

Mr. WOOLLIAMS: There are two kinds of leases. There are leases in perpetuity which is almost like a title in fee simple. What I mean by that is a registered title, where the person is the registered owner of the title, and the lease in perpetuity is granted by the Queen in the name of the Department of Northern Affairs. But have you any example of a continuous lease, where the person actually owns the land through a lease and he has an equity because of his lease in perpetuity, where because of the nature of it you have to get a consent of the Department to make a transfer to a third party, and where the Department has said, "alright, we will agree to the transfer but we are going to cancel your lease and give you something less."

Mr. CRAIG: This is standard procedure now.

Mr. WOOLLIAMS: I see. And was not Mr. George Spear, Q.C., hired in Edmonton by a committee representing Jasper, Banff National Park, Waterton and all the other parks to look into the legality of that and take a test case so far as this is concerned? I understand a case in this regard is pending.

Have there been complaints by citizens, people who own leases and have an equity by a lease in perpetuity—have they complained to the Department that this is unfair, illegal and unjust?

Mr. CRAIG: I think the Department are quite aware of that. We have complained, yes.

Mr. WOOLLIAMS: I know that in Banff there was almost a semi-uprising. I am not familiar with Waterton, although I have been there many times and I have not discussed it with the citizens, but there is a complaint.



I believe also that your group go along with the city groups in Banff and Jasper in reference to their organization in this respect.

Mr. CRAIG: There is a joint effort from the three western parks.

Mr. WOOLLIAMS: What about the leases where you have a forty-two year lease and the right to renew for twenty-one years? Does the Department take the same position on those leases as they do on the leases in perpetuity?

Mr. CRAIG: We have not had a case of that in Waterton, to my knowledge.

Mr. WOOLLIAMS: Do you know approximately how many land owners there would be that have leases in Waterton Park?

Mr. CRAIG: We have thirty-four members of the Chamber of Commerce. Naturally, all of them hold business leases. That does not mean that that constitutes thirty-four leases, because some of them have several parcels of property. In our own particular case we have three separate leases.

Mr. WOOLLIAMS: I take it that your position, in a nutshell, is that you feel that, with the investment necessary for a motel or hotel or other enterprise in Waterton Lakes as such, with such a short season, particularly in Waterton—and you segregate Waterton from Banff and Jasper—a forty-two year lease does not ensure that those investors could get their capital back and make a reasonable profit on their capital. That is your position, is it not?

Mr. CRAIG: It is an economic impossibility.

Mr. WOOLLIAMS: Have any of the Department officials ever advised you about why they have changed in the last two years, or for that period of time, from the forty-two year lease to the twenty-one year lease to renew, or from a lease in perpetuity to a short forty-two year lease?

Mr. CRAIG: The last person I had a conversation with before I left for Ottawa was Mr. Bill Davidson, the lawyer in Lethbridge, and we were discussing some park problems. He told me that in the last year he had written to the Department on four occasions and asked them on whose authority leases were changed from those in perpetuity to forty-two years, and he has never received a reply to that question.

Mr. WOOLLIAMS: Well, that is a common occurrence. I know they will not give an answer.

An hon. MEMBER: It was done under the authority of an Order in Council passed by Mr. Dinsdale's government.

Mr. WOOLLIAMS: That is questionable.

Mr. DINDALE: That Order in Council was changed in 1960 to cancel out the earlier order of 1958.

Mr. HADASZ: It was forty-two years, renewable for twenty-one, as I recall it.

Mr. CRAIG: Could I get a clarification on that, Mr. Chairman? What was it changed to, again?

Mr. DINDALE: A forty-two year lease, renewable for twenty-one. In other words, the perpetuity feature was retained up to this point.

Mr. WOOLLIAMS: Coming back to the question, I am not so interested in who may have done it. I know that is a question of policy. I am more interested in finding out how the parks people react to whatever is going on. We know, Mr. Chairman, that a Minister has his advisors and administrators around him. I know the feeling of the Department people, and I get along very well with the parks people; sometimes I differ on their policy, but that does not put us in perpetual disagreement.

Coming back to my question, it is briefly this: The change has been made from a lease in perpetuity, which is forever—and certainly the Queen, if anybody, can grant that—or a lease for forty-two years with a right to a twenty-one year renewal—that has now been changed to the short forty-two year lease.

Mr. CRAIG: With all the improvements reverting to the Crown.

Mr. WOOLLIAMS: Yes; at the end of that time. In other words, if a person gets land today and leases it he gets a forty-two year lease, and if he spends a half million dollars building a motel then at the end of forty-two years he loses his investment except for compensation promised by the Department.

Mr. HADASZ: At a fair market value.

Mr. WOOLLIAMS: We have some examples, and I can read you some examples of fair market values.

Mr. CRAIG: This is a great concern of the college owners, of course, that they have been promised a forty-two year lease with fair market value. They are quite concerned about this because if I could just refer to that at the moment—

Mr. LIND: Mr. Chairman, before we leave this matter of the hotel, I would like to ask a couple of questions. I am sorry to interrupt, but he is changing the subject, Mr. Woolliams, and that is why I wanted to get in before he left the question. You go ahead.

Mr. WOOLLIAMS: I will not be very long.

The leases are now down to a forty-two year lease in substitution of the other two leases. In other words, the department wants to give everybody a forty-two year lease?

Mr. CRAIG: Yes; that is right.

Mr. WOOLLIAMS: The deal they have, or the deal they try to make, is that at the end of forty-two years the property then reverts to the Crown and compensation is promised the owner at that time.

Mr. CRAIG: Not for commercial, sir.

Mr. WOOLLIAMS: In other words, for commercial there is no compensation. They get the land back with the improvements?

Mr. CRAIG: Right.

Mr. WOOLLIAMS: And what is the attitude of the business people in Waterton as far as this is concerned?

Mr. CRAIG: Naturally they are very concerned about it. First of all the department itself has projected some tremendous increases in attendance in the national parks.

I assume that the park people intend that private enterprise will look after the necessary requirements for this increase in attendance. Our own figures would indicate there is no possibility of recovering your investment in the particular term of the lease. There is no elbow room at all for projecting your own particular business plans, say, ten years in advance, to look after this proposed increase. We think, of course, that it is very unfair.

The other thing about it is that property in the park has become practically unsaleable; in our own particular instance I doubt very much if we would get any more than forty cents on the dollar for it if we could find anyone to buy it.

Mr. WOOLLIAMS: In other words, your evidence is that because of this new policy thrust on the parks people, the saleability of that property and land has gone down. In other words, it is very difficult to sell, and it would be even difficult to get your money out by sale today, because no one is going into an enterprise where they can not get back their capital, at least, and may lose the property commercially in forty-two years.

Mr. CRAIG: I think that there are two basic fundamentals of business which everybody must realize, whether they be in the park or outside the park, and the first one, of course, is that if you are in business it must show a profit, and if you are plowing your profits back into your business—and you have to do it to keep abreast of modern times—that there must be an increasing value to the asset that you are building up. But in this particular case it is a decreasing value.

Mr. WOOLLIAMS: I think this is true.

I will be very brief on this question. This property in order to fit in with this parks policy, which has been a tradition over the years, and because of the nature of the Act itself and the officials behind Park policy from year to year in respective governments, you have enterprise build that kind of establishment that fits into the general nature of the Park itself; so that in order to build a motel, or a hotel, or other business, it is more costly in the Parks than outside it because you have to build to a certain particular specification.

Mr. CRAIG: That is correct, Mr. Woolliams.

Mr. WOOLLIAMS: What would you pay for your lease for the year.

Mr. CRAIG: Oh, land rental is very nominal.

Mr. WOOLLIAMS: What would it be?

Mr. CRAIG: It would be in the neighbourhood of fifty dollars per lot per year.

Mr. WOOLLIAMS: Fifty dollars per lot per year. It is true that the land is very reasonable, and there are no taxes, but if Mr. "A" has a lease from the parks, and then sells it to "B", there is then a price on that land, and even the Department today, when tendering for new land or expropriated land in Lake

Louise, charge you a price, a tender price so this lease rental is really a substitution of taxation. It is not the true value of what you pay for the land, is it?

Mr. CRAIG: Oh, no. The provincial government assesses the downtown lots in Waterton at something like seven thousand dollars per lot, and we pay provincial government school taxes on them. Our school taxes in Waterton amount to something like three thousand dollars a year.

Mr. WOOLLIAMS: The assessment is a provincial assessment either for land taxes, or for education, or for a hospital tax?

Mr. CRAIG: That is right.

Mr. WOOLLIAMS: Then on top of that you pay a lease fee to the federal government. But if you purchase property in Waterton, which is a lease equity, you would pay whoever you purchased it from a certain sum of money, and that is the price you pay for the lease.

Mr. CRAIG: This is correct.

Mr. WOOLLIAMS: It is just like buying freehold land in Alberta, is it not?

Mr. CRAIG: That is correct.

Mr. WOOLLIAMS: Just one last question. In a nutshell, the main complaints of the people in business serving the tourist trade in Waterton is that by changing a lease in perpetuity, or changing a lease from forty-two years with the right to renew for twenty-one, to forty-two years has made it virtually impossible for a commercial man to either recoup his capital or make a reasonable profit.

Mr. CRAIG: Or do any future planning.

Mr. WOOLLIAMS: Right. Thank you.

Mr. CRAIG: Just to illustrate that particular point, this is an artists' conception of our motel development in Waterton. This section was completed last year.

For this second stage we have the approved plans from the Department to go ahead with it, but there is no future in going ahead with it. Yet the Park needs this particular kind of development. It needs it.

One thing about Waterton Park is that there really is no first class accommodation large enough to look after tour business, and tour business is becoming an increasingly large percentage of travel at this particular time. No. 1 stage which is completed is not large enough to look after tours. No. 2 stage could do that, but why do it under these conditions?

There is no incentive to do it. We can not recover it in the lease period, so we are just building it for the Department of Northern Affairs, apparently. Actually, I do not think it is not Government policy to be in the rental business.

Mr. LIND: Mr. Craig, getting back to your statement, I wanted to make sure that I was right, that the original shareholders invested four thousand dollars, is it?

Mr. CRAIG: Share capital. That is right, sir.



Mr. LIND: Yes, share capital; and they borrowed thirty-seven thousand.

Mr. CRAIG: No, no.

Mr. LIND: What was the thirty-seven thousand you referred to, then? I may have misunderstood you.

Mr. CRAIG: When I presented this statement I said that I would be able to bring auditors' statements to support everything I said.

There are two departments in our business. One is operation and the other is office; and I am the operator. I do not pretend to be a bookkeeper or an accountant, and it is quite possible for anybody in the room to tie me up on this statement.

Mr. LIND: Let me ask you this question before you go any further. Are there two companies which operate off the same lease? Is there a holding company which owns the property, and another that operates the business?

Mr. CRAIG: No; there are four shareholders—my partner and myself, my partner's mother and Stanton and Craig Holdings which is the holding company that we have for other businesses.

Mr. LIND: The holding company for other businesses. Do they enter this picture here?

Mr. CRAIG: They have a quarter interest in it.

Mr. LIND: They have a quarter interest?

Mr. CRAIG: That is right.

Mr. LIND: Getting back to this original four thousand dollars invested share capital, you have mentioned a figure of thirty-seven thousand dollars. Was that the original investment?

Mr. CRAIG: No; this was a loan by the shareholders to the company.

Mr. LIND: A loan to the company, which the company has now paid back?

Mr. CRAIG: No. They have never paid anything back on it. Neither have they paid any interest on the loan.

Mr. LIND: I would gather that the total investment at the start was forty-one thousand dollars; is that right?

Mr. CRAIG: No. The total investment at first was one hundred and thirty-one thousand dollars.

Mr. LIND: Have the shareholders put additional money in since 1957?

Mr. CRAIG: In 1957 the shareholders had loaned the company thirty-seven thousand dollars; in 1958 it had increased to forty-six thousand dollars; in 1959 it was forty-six thousand dollars; in 1960 it was fifty-four thousand dollars; in 1961 it was fifty-four thousand dollars; in 1962 it was fifty-four thousand dollars; in 1963 it was forty-eight thousand dollars; in 1964 it was forty-six thousand dollars; in 1965 it was forty-six thousand dollars; and today it is forty-six thousand dollars.

Mr. LIND: In other words, this gain in assets from \$131,132 in 1957 to \$439,000 in 1965 is built out of earnings?

Mr. CRAIG: No, it is not, sir. No.

Mr. LIND: Well, then, how—

Mr. CRAIG: We have a bank loan. We have \$100,000 loan from the I.D.B. We have our uncompleted payments on our initial bank loan, of \$45,000.

Mr. LIND: The original shareholders' investment—the note that is at the bank—was \$46,000 plus the original \$4,000 share capital.

Mr. CRAIG: No. The \$46,000 was personal loans to the company. The balance of it was financed.

Mr. LIND: What is the percentage of your write-off per year. Do you get 5, 10, 20 per cent write-off on this type of property? What is the depreciation rate on your property?

Mr. CRAIG: You are on a point now where we are getting into bookkeeping statistics, sir, on which I am not prepared to answer.

Mr. LIND: Well, Mr. Craig, you brought a statement here, and if you bring a statement you must be prepared to answer questions on it.

Mr. WOOLLIAMS: Mr. Chairman, to spare the witness, like good businessmen, he has probably chartered accountants do the books, and what he has said is that when we go to the parks he is prepared to produce those bookkeepers to answer those technical questions.

I hope Mr. Lind will be fair to the witness in that regard. I am sure that if any one of us were to be asked questions on our own books we probably could not answer them.

Mr. ROXBURGH: I imagine you would be able to say how much you wrote off each year, though. It would not take much of a businessman to know that.

Mr. LIND: It is just the same, Mr. Woolliams; you ask legal questions which I do not understand anything about. However, I expect a person who comes here to present a brief, or to speak impersonally of his business, as Mr. Craig has done, to be able to answer the simple question: What is the depreciation rate per year on his business.

Mr. CRAIG: I can give you the depreciation figure, but I cannot give you the rate. The depreciation figure is here in the statement.

Mr. LIND: There will be a certain rate. I know that will vary for certain types of business.

Out of that statement could you give me how much area of land you control on this motel enterprise, with your coffee shop and so on.

Mr. CRAIG: The area of land?

Mr. LIND: Yes, would it be an acre two acres or what?

Mr. CRAIG: Six lots.

Mr. LIND: What size are the lots?

Mr. CRAIG: They are 75 feet by 150 feet.

Mr. ROXBURGH: That means \$300 a year rental you pay then, roughly. You said you said approximately \$50 a lot, so that your rental expenses are only \$300 a year.

Mr. LIND: May I continue? You have roughly 2 to 2½ acres of land?

Mr. CRAIG: It could possibly be that area. I do not think it is that large.

Mr. LIND: Perhaps maybe it is not, but I just have rough figures and I was going on the square footage basis.

Have there been any business properties in Waterton change hands of late where the leases have been changed?

Mr. CRAIG: The last proposed change of property was the Waterton auto bungalows camp owned by Holb & Woodland, Lethbridge, who put the property up for sale last year and got a deposit on it. As soon as the proposed lease came through the purchaser asked for his money back. He would not sign.

Mr. LIND: Have you any idea whether the seller was going to make a profit on this or was he going to take a loss?

Mr. CRAIG: I think that they are normal business people out there and that they probably would have made a profit on this transaction.

Mr. LIND: If you were going to sell your business today, do you think you would get \$439,000 out of it?

Mr. CRAIG: No.

Mr. HYMMEN: With a perpetual lease, sir, could you get \$439,000? I did not want to interject, but there was a point there that there is some argument about the 42 year lease—whether 63 years is better than 42 years. I do not know, but I think—

Mr. WOOLLIAMS: That is pretty elementary.

Mr. HYMMEN: It is only 21 years better. Mr. Lind asked you if you could get \$439,000 for your property and you said you could not because of the lease. With a perpetual lease, could you?

Mr. CRAIG: I think we could get people to look at it, yes.

The CHAIRMAN: Are you through, Mr. Lind?

Mr. LIND: No, I am not quite finished.

Getting back to this question of whether you could sell this property for \$439,000—

Mr. CRAIG: Today?

Mr. LIND—and I am still coming back to this depreciation factor—as there is yearly depreciation I would assume that over a 20 year period, you would have this property completely depreciated, would you not, if you did not improve it?

Mr. CRAIG: I suppose that if you did not make any improvements on property you would have it fairly well depreciated, but the tourist business is highly competitive.

Mr. ROXBURGH: Is there another competitive organization in there?

Mr. Craig: Certainly, sir. The park is full of them.

Mr. ROXBURGH: On the same style.

Mr. CRAIG: I would say that in the case of the lodge it is highly competitive. In our motel I would say that we have the number one accommodation in the park. But the park is very competitive.

Mr. LIND: May I come back to another item: On your motel what is your occupancy rate during the four month period?

Mr. CRAIG: We have been open since the May holiday week end and naturally we had a full house on that week end. We probably had a 50 per cent house on the American Memorial Day holiday.

Out of our 50 units I think that nine would be the highest count we have had on date since then.

Mr. LIND: What is your break even point? what percentage of occupancy do you have to have over the four month period to break even? Do you have any idea?

Mr. CRAIG: I could not give you that figure.

Mr. LIND: You have not that figure broken down so that you know what to charge? How do you set your rates?

Mr. CRAIG: The rates are set by the parks.

Mr. LIND: I would assume that a well run business would know their break even point on occupancy, because it is one of the main things unless—You say you have a licence there. Is one section carrying the other section, or vice versa? Is your licensed tavern or your restaurant a good paying proposition versus your novelty shop? You must have this broken down in various areas.

Mr. CRAIG: Our restaurant has probably been the number one revenue spot since we opened. I think, possibly, this year being our second year in operation in the motel section, that our room occupancy might be the high spot in our revenue.

Mr. LIND: But you have not set up to know whether you get 80 per cent occupancy during the four month period, or whether you get 50 per cent, or what you get?

Mr. CRAIG: I have not that with me.

Mr. LIND: I am sorry about that. I think, if I may, I would like to read in a statement that was made in the Crawford Report:

Any businessman who sees a potential source of profit that might be developed were it not for park policies is almost certain to call in question these policies.

Do you agree with that statement in the Crawford report of 1960?

Mr. CRAIG: Would you read it again.

Mr. LIND:

Any businessman who sees a potential source of profit that might be developed were it not for park policies is almost certain to call in question these policies.



● (10.30 a.m.)

Mr. CRAIG: That is what we are doing right now.

Mr. LIND: I realize that. But this is a statement which was made by Crawford in his report of 1960, and I happen to be in business myself and realize that a businessman's viewpoint is a little different from that of a professional man.

Mr. WOOLLIAMS: On a point of privilege; I notice that when Mr. Lind was asking the question he asked it in such a way as to leave the impression that his property would have depreciated during the period of lease so that it would be worth nothing. But he, as a businessman, knows as does the CPR that the Lake Louise Hotel, which may have cost \$2 million, may be worth \$1 on paper but I doubt whether the CPR would sell it for \$1. He knows that as a good businessman, and he tried to leave that impression a few minutes ago.

Mr. LIND: May I correct that impression?

On the other hand, we got the impression—and Mr. Craig put it up—that at the end of 42 years these people's business was going to be worth nothing and they would never be compensated for it. I maintain that if you depreciate these property improvements over a 23 year period you already have your capital back.

I may be wrong and subject to correction, but if you are allowed to depreciate that you have your capital back.

Mr. CRAIG: You are a businessman outside the park?

Mr. LIND: Yes.

Mr. CRAIG: I imagine you use normal depreciation in your business; so that at the end of 20 years you feel that your business is worth nothing?

Mr. LIND: I did not say the business was worth nothing. I said I had my capital invested back through the savings in taxes.

Mr. CRAIG: The inference is that our business is worth nothing because we are in the park and have depreciated for 20 years, and then the government takes over.

Mr. LIND: I did not say that.

Mr. CRAIG: But the inference is—

Mr. LIND: My inference is this, that you said there was no value—you lose everything—at the end of 42 years.

Mr. CRAIG: I think possibly I said that we were working on a depreciated value, and our business asset is declining.

Mr. LIND: I did not hear that.

Mr. WOOLLIAMS: Mr. Chairman, I do not think the witness should be badgered. He is not on trial. This man is a gentleman and a businessman who has come from Alberta to give us information and to try to arrive at a settlement in regard to park policies.

I know of many in the same party as Mr. Lind who support these policies. I am going on record right now as opposing them.

Mr. ROXBURGH: In answer to Mr. Woolliams, we are here to ask questions, and he is the last man in the world who should talk about putting people on the pot. That is what he is here for.

The CHAIRMAN: Order, gentlemen. I am going to ask Mr. Lind to proceed.

Mr. LIND: I would not have put Mr. Craig on the spot at all, Mr. Woolliams, if he had not brought up the issue of his personal business. I thought he came here to represent the views of the Chamber of Commerce. He brought in a statement from his own company and then, once he has entered it, it is on the record and I think we have the right to question him on this matter.

I have to differ with you on this matter. I still think that if he had not raised his personal statement there would have been nothing said about it. I am sure I would not have said anything.

Mr. CRAIG: Mr. Chairman, if I could interject, the statement was not to bring my personal grievance before the Committee. It was a case in point, or an illustration of what we are up against in the park.

I could have brought anyone's statement had they been willing to let me have it, but there were not any volunteers.

Mr. LIND: I realize that, Mr. Craig, but all I was trying to do was to get some clarification on your statement so that I would totally understand it.

I do not know whether Mr. Côté could tell us, from the tax return area, whether there is a different rate of depreciation on park property versus similar business property outside the park.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, I do not know that I would be competent to answer that question related to park property as such.

I think the land is a matter which belongs to the crown. The question of improvements on the land, the depreciation on business premises, is a matter for the businessmen to determine themselves. We are looking at it increasingly in the case of business properties, particularly in forward-looking leases, to assure ourselves, so far as one can, that, taking into account the investment in improvements, a business can within a period of a lease, well managed, have turned its own capital and the interest on the capital within this period of 42 years.

There are problems from park to park, but it is a matter primarily for the businessman to determine whether, by investing \$100,000 and returning this capital in 20, 30 or 40 years—whatever the time of lease he has—and the interest on it and the operating costs, he has made a return on his investment. This is not a matter fixed by the parks, as such. It is an evolutionary period. I mean, 25 or 30 years ago it was rather a log-cabin operation in many cases, and the investment required to day is higher.

Mr. CRAIG: Mr. Chairman, if I could just make one point on Mr. Côté's remarks, regarding the investment that you might want to make over the term of a lease, a great many people in the parks have made investments—and sizable investments—feeling that they were working on a perpetual lease, but suddenly someone changes the rules, and this makes quite a difference.

Mr. LIND: The only thing I want to say is: Were not the rules changed in 1960 or 1961? Did you get notice of that at that time?

The CHAIRMAN: That was explained by Mr. Dinsdale.

Mr. DINSDALE: If we have to go over that again, the rules were changed in 1958, and because of the protests over this drastic change in the policy of perpetual leases, they were changed once again in 1960, I believe, which revised the rigid terminal feature of cancelling the perpetual lease, to permit the lease to be renewable for an additional 21 years.

In other words, as Mr. Côté has indicated, you are dealing with changing circumstances in the national parks and the pressures today—the circumstances today—are quite different from those of a half century ago, and a half century from now who can anticipate what the situation may be.

We recognized there was something grossly unfair in making a fundamental change in this perpetual feature. As I understand it, this is the basic protest of Mr. Craig and others who are in the same position—that the rules have been changed without proper consultation and consideration of the economic aspects involved.

Mr. BASFORD: If I could just set the record straight, has there been no change since 1960?

An hon. MEMBER: One other thing—

Mr. BASFORD: I have not had an answer yet. Is that right?

Mr. DINSDALE: Yes. The change was made and the twenty-one year renewable has been eliminated, as I understand it.

The CHAIRMAN: Mr. Lind, are you through with your questions.

Mr. LIND: Just one other question.

Mr. BASFORD: Well, I would like to have the record straight.

The CHAIRMAN: Just one moment, Mr. Basford, you will come next.

Mr. LIND: I am going to change to another general subject, and I reserve the right to come back and question the witness later and let Mr. Basford go ahead now.

Mr. BASFORD: I would just like to get the record straight on the "1960." Am I to understand that that is when the policy was established for the 42 year and with a twenty-one year renewal. Is that correct?

Mr. CRAIG: If that is correct then the only leases which are being issued, or which have been proposed to be issued now, are for a straight forty-two years. The twenty-one years has disappeared somewhere in the interim.

The CHAIRMAN: I think Mr. Côté will answer that question.

Mr. CÔTÉ: Mr. Chairman, I think at one of the earlier meetings of this Committee—in fact, I believe it was the first—I read into the record the orders in council.

In 1958 there was an order in council setting forth that leases could not be made longer than 42 years, and since that time none of the so-called perpetual

leases were renewed as the so-called renewals in perpetuity. In 1960, the then government changed to have it a 42 year lease with a further possible renewal of twenty-one years; and with the change of government no commercial leases were, in fact, after 1963 issued beyond 42 years.

Mr. WOOLLIAMS: Mr. Côté, would that affect the leases that were already in operation, or new leases? What I am thinking about—and it would clarify it—is that you stated there was an order in council that no lease shall be issued for more than forty-two years. That is for new leases?

Mr. CÔTÉ: That was extended, Mr. Chairman, to apply to all leases, including the renewal of the so-called perpetually renewable leases—no lease since 1958.

The CHAIRMAN: Mr. Woolliams, you are not being recorded because you are not speaking into the microphone.

Mr. WOOLLIAMS: The point that I was trying to make is this: There are three classes of leases, I believe—and I know that you being a lawyer as well as a deputy minister will have this at your fingertips: There was the lease in perpetuity, then there was the 42 year lease with a 21 year renewal and then there was the 42 year lease. As I understand the order in council—and I have not read it for some time—it says that no leases would be issued for more than 42 years, and then, of course, it was changed to 42 years plus the 21 years. Do you take the position that that order in council changed the leases in perpetuity. We know what “perpetuity” means. It means it is like a title in fee simple.

Mr. CÔTÉ: Well, Mr. Chairman, the leases in question in 1958, were the leases which contained clauses for renewal in perpetuity for 21 years, or 42 years and 21 years, and so on thereafter; there was that type of lease which was in existence. Since 1958 the interpretation of the policy arrived at by the then government was that none of these leases with renewal clauses in perpetuity was issued and when persons wanted a renewal they were offered a 42-year lease. This was changed in 1960, to offering a 42-year lease plus a 21-year lease.

Mr. WOOLLIAMS: That is right; and that would be in Mr. Dinsdale's time?

Mr. CÔTÉ: Yes. In 1963 the maximum that has been offered for leases which contain these renewal clauses in perpetuity has been 42 years.

This has been a policy that has been in effect since 1958 and the so-called perpetual leases have been exchanged for leases, from 1960 to 1963, of 42 years and 21 years, and thereafter 42 years.

I would like to check to see if that is correct.

Mr. GUNDLOCK: I have a supplementary. Actually what it is right now is 42 years, period. Where does this reversion come in—when it reverts to the crown? What is it today?

Mr. CÔTÉ: The improvement would revert to the crown.

Mr. GUNDLOCK: At the end of the 42 years leased period; then the improvements revert. That is where we stand today?

Mr. CÔTÉ: That is correct.

Mr. CRAIG: Mr. Chairman, could I ask a question?



Could you tell me, Mr. Côté, how a perpetual lease becomes a so-called perpetual lease?

Mr. CÔTÉ: Mr. Chairman, I do not want to go into the legalities, or the legal aspects, of this. It is a very complex subject. I have used the term "so-called perpetual leases" because there may be some question about the validity of perpetual leases and I would not, as a witness, wish to be recorded as affirming that they are perpetual leases. That is why I have used the term "so-called".

They may well be at law, I am not sure. There has not been a case tried yet and, indeed, there may be one coming, but there have been no legal proceedings begun, to my knowledge, as yet.

Mr. WOOLLIAMS: One other supplementary question along the line of what Mr. Gundlock asked: Were there leases longer than 42 years in existence. What I am thinking about are leases in perpetuity. There were 90-year leases. There were lifetime leases, were there not?

Mr. CÔTÉ: There is one lease that was for 99 years on the golf course.

Mr. WOOLLIAMS: Are those changed—

Mr. BASFORD: Mr. Chairman, on a question of privilege. Mr. Woolliams has asked a great number of questions and there are other members of this Committee who wish to ask questions.

Mr. WOOLLIAMS: It was only a question of the lease.

Mr. BASFORD: It was a supplementary, but it is about the 15th supplementary.

Mr. WOOLLIAMS: I know, but it is a very complicated thing, Mr. Chairman. I do not want to take over the Committee, but the fact is there are a number of leases and a number of types and we want to lay this foundation.

I would like to have an answer on this question on the 90 year lease, because if that order in council affected that then I am quite certain the other members asking questions would appreciate that there are four classes of leases. One is the 42-year lease with a 21-year renewal; there is the 42 year lease which comes to an end; then there is the lease which may be in perpetuity, for life; and the term lease of 90 years. This is what I was asking about.

Mr. CÔTÉ: I think Mr. Woolliams is asking whether this 99 year lease has been converted.

Mr. WOOLLIAMS: Does the order in council in the department's opinion affect the 90 year lease?

Mr. CÔTÉ: When that lease comes up for renewal, yes.

Mr. BASFORD: Mr. Craig, when you started your company did you and your accountants work out a pro forma balance sheet and a profit and loss statement for the years of operation, which would show your rate of return?

The CHAIRMAN: Did you hear the question?

Mr. CRAIG: I heard the question. I think what mainly caused us to go into business in a national park more than anything else was the fact that we felt that basically the tourist picture was changing.

I was in the tourist business in Fort Macleod at that time, where I still reside, and so was my partner.

There has been a change in the tourist business. The tourist business is now becoming a terminal business, and the smaller towns are losing their share of that particular business. Places like Waterton, Banff and Calgary are becoming terminal locations for tourists. If you are in the tourist business you pretty well have to follow the trend, and this is a very definite trend.

Mr. BASFORD: On your projections of profit and loss, when you planned this business, when were you to have a return on your investment? This must have been a business decision before you invested the money. Is that correct?

Mr. CRAIG: Yes.

Mr. BASFORD: When was that date of return?

Mr. CRAIG: With a lease in perpetuity you had ample time to recover.

Mr. BASFORD: It is an economic proposition, and I presumed that on the advice of your accountants you went into an economic proposition.

When were you to have a return on your investment?

Mr. CRAIG: That is a question I cannot answer.

Mr. BASFORD: Well, surely you and your shareholders and directors made a decision on that.

Mr. CRAIG: The opportunity existed.

Mr. BASFORD: When was the opportunity to be realized. When you saw an opportunity of making money when was it to be realized?

Mr. GUNDLOCK: Mr. Chairmon, I think that is a hypothetical question.

Mr. BASFORD: Just a moment, Mr. Chairman. It is a hypothetical question which every businessman asks himself before he goes into a venture.

Mr. GUNDLOCK: You can make it or lose it. I think we are getting off the named subject.

Mr. BASFORD: With respect, I do not think we are.

Mr. WOOLLIAMS: I like those adjectives!

Mr. BASFORD: What I am trying to get at, Mr. Craig—

Mr. CRAIG: I know exactly what you are trying to get at.

Mr. BASFORD: —is that if you go into a business, or if you have a deal put before you as something you should invest in, you sit down with your shareholders and your accountants and figure out when you expect that business opportunity to be realized.

Mr. GUNDLOCK: If business was that simple, we would all go into a business.

Mr. BASFORD: I am asking the questions, Mr. Gundlock, and I could ask them a lot better without interference.

What decision did you arrive at? You have put \$367,000 into this thing. When did you expect to realize on that \$367,000?

Was this an investment that was going to accrue to you, or to your children, or to your grandchildren, or your great grandchildren?

I am not getting an answer.

In terms of construction, how long are the buildings expected to last and be in serviceable condition?

Mr. CRAIG: I think that is set out by the building code, and it depends on whether it is frame construction or masonry construction.

Mr. BASFORD: I notice from the photograph which was exhibited that they are of frame construction.

Mr. CRAIG: That is right.

Mr. BASFORD: My experience has been that there are very few frame buildings which are in condition to attract tourists at the end of 42 years.

Mr. CRAIG: Probably one of the more attractive buildings in the park is the Prince of Wales Hotel which was built by the Great Northern Railway Company in 1926. It is frame, and if anyone has been at the park, I think you would be impressed by it.

I spoke to the manager just last week and he told me they were booked 87 per cent for this summer. This is the heaviest booking they have received.

Mr. BASFORD: Presumably, then, if they have had that sort of rate of occupancy since 1926—

Mr. CRAIG: This is most unusual.

Mr. BASFORD: Is that right?

Mr. CRAIG: This stems from the fact that the CPR have taken off the "Dominion", they are not looking at tour bookings, and that the big increase in tourist traffic through our particular area if the country is going to be by bus tours. This is what the Prince of Wales mainly thrives on.

Mr. BASFORD: Well, that rate of occupancy over 22 years—

Mr. CRAIG: It has not been 22 years or anywhere near it.

Mr. BASFORD: What has their rate of occupancy been?

Mr. CRAIG: Unfortunately, I am not in their business and I do not know what their normal rate of occupancy is; but it is certainly a lot less than that. This is abnormal.

Mr. BASFORD: For the summer season?

Mr. CRAIG: For this time of year; this is prior bookings.

Mr. BASFORD: No; but presumably in the summer they are full. Is that correct? If something is full, or relatively full, for 42 years, surely it has been paid for several times over?

Mr. GUNDLOCK: Oh, no, Mr. Chairman. I can interject here because I am familiar with that hotel and have been there in the middle of the summer many times and it is not half full.

I think this is beside the point. In answering your question I think the witness was pointing out the durability of the frame building which was built in 1926.

Mr. ROXBURGH: I would like to ask one question about taxes. What taxes do you pay?

Mr. CRAIG: We pay land taxes to the parks, naturally.

Mr. ROXBURGH: Yes; but what does it amount to per year?

Mr. CRAIG: I think it amounts to \$50 a lot.

Mr. ROXBURGH: It is \$50-a-lot land tax on a \$400,000 investment.

Mr. CRAIG: Just one moment please, sir. There are other—

Mr. ROXBURGH: Yes; I expect you have educational tax.

Mr. CRAIG: We pay school tax, hospital tax—

Mr. ROXBURGH: Of course, every business does.

Mr. CRAIG: That is normal. Every business pays it on probably a year's operation, and we are paying it on three months.

Mr. ROXBURGH: No; not outside tourist business. I come from the north myself and I know they have not any longer a period than you have and they pay the open tax.

I was interested in your actual tax that you pay on that investment. It seems that it is a pretty small tax on an investment of that size.

Mr. CRAIG: If that were the only tax, that is right. But then, of course, we pay the Department of Northern Affairs a tax on every department in our business. We pay it on the coffee shop, the lounge and the beverage room.

Mr. ROXBURGH: What is the total?

Mr. CRAIG: I think possibly it amounts to around \$300 on basic taxes. Then we pay the department 3 per cent on all our beer purchases; we pay the provincial government 7 per cent on all our liquor purchases; we pay—

Mr. ROXBURGH: Those are general taxes. What I am getting at is your actual land taxes and your tax to Northern Affairs of Ontario. The two of them put together would not be more than \$600.

Mr. CRAIG: We pay the provincial government \$700 for liquor licences.

Mr. ROXBURGH: That is quite right, but I am talking about the national park and the cost for your land tax or your special tax to northern affairs. You have an investment of \$400,000 and you pay approximately \$600 a year. I would think that is a pretty fair deal.

Mr. CRAIG: I did not complain about the tax structure.

Mr. ROXBURGH: I just wanted to bring that point up. We are all bringing points up, and I know you are not complaining, Mr. Craig. I just wanted to bring that point about because that all goes into a business deal.

Mr. CRAIG: Well, if that is part of a business deal then there are, of course, other hidden costs which occur to national park operators which do not occur to operators outside the park.

There is no accommodation, of course, for staff other than what you provide yourself, so that in our investments there is accommodation for 40 or 45 people.



● (11.00 a.m.)

This is a hidden cost to your business operation. They cannot go home; they stay right there; you feed them and you board them.

Mr. HADASZ: Do you charge them for their board?

Mr. CRAIG: Yes, we do. We are allowed by the Industrial Relations Board of Alberta to charge them \$9 a week for their board and room. This includes maid service, clean linen and 21 meals a week.

Mr. ROXBURGH: This applies to other large tourist centres such as up through the Muskokas.

Mr. CRAIG: I am sure it does; but it is a cost that is not normally in an operation.

Mr. BASFORD: I notice, Mr. Craig, that you had a loan from the Industrial Development Bank.

Mr. CRAIG: That is right.

Mr. BASFORD: What is the size of that loan.

Mr. CRAIG: It is \$100,000.

Mr. BASFORD: Did you have difficulty in negotiating this loan?

Mr. CRAIG: We sure did. They were the last resort. Everyone else turned us down.

Mr. BASFORD: Apart from the bank, where you have a large note.

Mr. CRAIG: The bank were not interested because we wanted more time than they wanted to give us, naturally.

Mr. BASFORD: I think you have a \$46,000 bank note.

Mr. CRAIG: Pardon?

Mr. BASFORD: Unless I misunderstood your evidence, you have a \$46,000 bank note.

Mr. CRAIG: Oh no, that is personal.

Mr. BASFORD: It must be personal on what you are going to make out of the motel; in other words, security. Anyhow, that does not matter.

Mr. CRAIG: I did not understand the question. My personal income is not totally derived from Waterton Lakes. I have other sources of income, and I supplement the Waterton Lakes operation by loans from my personal income.

Mr. BASFORD: You have a loan from the I.D.B.

Mr. CRAIG: That is right.

Mr. BASFORD: On this particular operation?

Mr. CRAIG: On this particular motel.

Mr. BASFORD: I am not familiar with the fact that the I.D.B. lends money on bad operations, or insecure operations.

Mr. CRAIG: The I.D.B. is a last resort for business people who cannot obtain funds anywhere else.

Not only do they take a complete mortgage on your land or your lease and your improvements, but they also take a chattel mortgage on the furnishings and they take a personal guarantee on top of that. When you get the loan, you really pay for it, and on top of that you are allowed only a very meagre expenditure without their authorization. Therefore, although you get money from them you certainly pay for it.

Mr. BASFORD: Yes, I would agree; but I go back to what I said, that, having dealt with the I.D.B. on a number of occasions, it would be my experience that they would not lend money to operations which were insecure.

Mr. CRAIG: I am sure if that motel had been the only operation involved we would not have got the loan; but we have substantial operations outside the park, which certainly entered into the picture.

If you have had money from the I.D.B. you know the thorough investigation that they make of the operators before they loan it.

We could not possibly have raised an I.D.B. loan on the strength of that particular operation in itself.

Mr. BASFORD: When you started, what sort of lease did you have?

Mr. CRAIG: A perpetual lease.

Mr. BASFORD: What lease do you have now? I apologize for missing the beginning of your evidence.

Mr. CRAIG: Our perpetual lease, on the last renewal, runs to 1992. The "catch" is that if we sold, if we could find anyone to buy, whoever bought it cannot buy the unexpired portion of the lease. They have to start off—

Mr. BASFORD: The person buying it would obtain a 42-year lease.

Mr. CRAIG: Right.

Mr. BASFORD: Which would be longer than what you now have, would it not?

Mr. CRAIG: Well, I assume that in 1992, if I am around, I am entitled to a 42-year renewal. Is that correct, Mr. Côté?

Mr. CÔTÉ: I would have to have a look at your particular lease.

Mr. CRAIG: It is a so-called perpetual lease.

Mr. BASFORD: Without specific reference to your lease, that would be the policy that the perpetual leases are renewable on a 42-year basis.

Mr. CRAIG: Correct; I think that is the understanding.

Mr. CÔTÉ: That is correct.

Mr. BASFORD: So, your tenure is until 1996—

Mr. CRAIG: Until the year 1992.

Mr. BASFORD: —plus another 42 years.

Mr. CRAIG: At the present moment I am 58 years of age. What good is a 42-year extension after 1992?

Mr. BASFORD: Well, in terms of the value of your property, I think it has a good deal to do with it.

Mr. CRAIG: The terms of the value of our property are based on—

Mr. BASFORD: Whether you are making in income out of this operation now is surely not due to the leasing policy.

Mr. CRAIG: I agree.

Mr. BASFORD: You do. I notice you are taking something out of this like \$4,000 a year.

Mr. CRAIG: It is \$6,000 a year.

Mr. BASFORD: Which is certainly not a very generous income. But that is certainly not due to the leasing policy.

Mr. CRAIG: No.

Mr. BASFORD: What has been the rate of increase of visitors to Waterton?

Mr. CRAIG: I think the normal increase is in the neighbourhood of 5 to 7 per cent. This is a park statistic which I do not have available.

Mr. BASFORD: I am interested in learning that your lack of income, or very low income, from this operation is not due to the leasing problem.

Mr. CRAIG: I do not think that I ever intimated that it was.

Mr. BASFORD: I had inferred that rather than that you had implied that.

Mr. CRAIG: The reason that the low income that either my partner or myself take from the operation is to try and use the profits to build an asset there. The argument is that under the present leasing policy the asset is decreasing rather than increasing. I think Mr. Gundlock, who is familiar with the Waterton Parks area and with our particular operation, would agree to the fact that when we took this operation over it was in a very run-down condition; in fact, the first two years we were in operation there, we had trouble getting people to stay with us because of the reputation of this spot and now it is an operation of which I am very proud and of which the park can be very proud. The only way we have accomplished that is by putting all our profits back into the operation.

It would have been quite easy to take \$10,000 a year out of it, which it would warrant, but we have not done that. The profits have all gone back into it, and at this time we have an operation of which I am very, very proud; but unfortunately the asset which we had hoped to build is not there.

Mr. BASFORD: What were you intending to do with the asset that you wanted to build?

Mr. CRAIG: We intended to do what I think every businessman intends to do. He intends to build an asset, and the only time that you really realize what you want to do in business is when you sell, when you recover your asset. People are not in business for any other reason than to make a profit. If they are, I wish they would all stand up. I would like to meet them.

People in the park are not any different from people on the outside. Their aims and objectives are exactly the same—to run a successful business which shows a profit, and to build an increasing asset which they can dispose of.

Mr. BASFORD: At a capital gain?

Mr. CRAIG: At a gain: I mean, why would they build it for any other reason.

Mr. BASFORD: I notice the very large shareholder loans that the company has, as opposed to share capital. Any accountant knows that he can repay those loans without the incidence of taxation. Surely it must be park policy, rather than being solely concerned with capital gain, to provide accommodation to the travelling public?

Mr. CRAIG: I wonder if you would repeat that question, sir?

Mr. BASFORD: Surely the policy of the park must be to provide good accommodation to the travelling public rather than to concern itself solely with the making of capital gain.

Mr. CRAIG: I do not follow that.

Mr. BASFORD: Well, the national parks are property held by the people of Canada for the people of Canada, to provide recreational areas for the public, and this creates a very large public interest which involves more than just the making of a capital gain.

Mr. CRAIG: Right.

Mr. BASFORD: Inevitably, there is going to be conflict between the person who wants to go in and build up an asset and make a capital gain and a profit, and the parks department, who are concerned with doing other things and must, by their public mandate, be concerned with doing other things?

Mr. CRAIG: I think it would be rather difficult to find a person who on a philanthropic basis would go into the park and develop the facilities of which you speak where they were not prepared to make any gain.

Mr. BASFORD: If park policy is to serve the public maybe we should consider that there should not be any private capital allowed at all, and all the facilities should be public?

Mr. CRAIG: That is a decision for the department to make, I guess. I think the problems of park operation would pose quite a hassle for the department if they were to take over the facilities in the parks.

Mr. BASFORD: I have no further questions.

Mr. CRAIG: This gets around again, I think, possibly, to the wilderness concept of the parks, and this is a policy that has some bearing on it.

Mr. LIND: May I ask one question: Is this a limited company?

Mr. CRAIG: Yes, it is sir.

Mr. LIND: —How can you expect to get a capital gain on that without paying taxes on the gain?

The CHAIRMAN: He pays income tax, I presume.

Mr. LIND: He could sell the share capital.

The CHAIRMAN: Mr. Basford, are you through?

Mr. DINSDALE: Mr. Chairman, I am up against a time deadline, because I am also serving on the Indian Affairs Committee which should rightfully be



under this committee; but we are living a schizophrenic existence at the moment. I want to attend the Indian Affairs Committee and at the same time have the opportunity of asking one or two questions of the witness this morning.

I think Mr. Basford has put his finger on the key to the situation. He is intimating that the present policy would inevitably result in public ownership of all commercial activities in the parks.

Mr. BASFORD: On a question of privilege, Mr. Chairman, I did not intimate that at all.

Mr. DINSDALE: That is the inference I took out of it, and I am sure the record will speak for itself.

I am directing my question to Mr. Craig. He has intimated that he has a depreciating asset on the basis of the present policy; is that correct?

Mr. CRAIG: That is right.

Mr. DINSDALE: He is aware that there have been some changes in the concept of service to the public in recent years with the establishment of what has been called the service-centre area in national parks.

Has this been explained to the members of the Chamber of Commerce at Waterton?

Mr. CRAIG: No, it has not, Mr. Dinsdale.

Mr. DINSDALE: Has Mr. Craig had any discussions or correspondence with the department requesting clarification of whether it is the policy of the department to encourage private ownership and operation of the service facilities in the service centre areas, or if it is the ultimate policy of the department to eliminate private operators and have all these services under public ownership?

Mr. CRAIG: I would think that under the terms of the new lease agreement or at the termination of the lease, all improvements revert to the crown, and inevitably the department would find themselves in the business of servicing the public.

Mr. DINSDALE: Has this point ever been specifically dealt with by your Chamber of Commerce with officials of the department?

Mr. CRAIG: No.

Mr. DINSDALE: In other words, the policy has been handed down to the operators in the park without any opportunity to discuss its implications and its overtones and its inevitable results for the future? Has there ever been a meeting between officials and the members of the Chamber of Commerce?

Mr. CRAIG: No. I think, basically, this is our problem—lack of communication.

I think that the department has announced the change before they have even formulated a policy to go along with it.

All we know is that they pulled the rug out from beneath us, figuratively speaking, and yet even they cannot come up with any answers to what happens

I am quite sure the department could not tell us what the ultimate result will be in 42 years, and certainly the lease holders do not know.

Mr. DINSDALE: Now, we have had, in this Committee, assurance from the deputy minister, that it is not the intention of the parks branch to eliminate private operators from the parks. As a matter of fact, the statement has been made, and it is on the record, that, in view of the boom in tourist population and tourist business, it is anticipated that these visitor service centres will expand and that the opportunities for private capital to move into these areas will be increased.

This has never been specifically outlined to the people in your park?

Mr. CRAIG: I have never heard any indication at all, sir, of their plans for the future. As I say, we have had one perpetual lease renewed for 42 years and yet we could remove the improvements in that particular lease.

Mr. DINSDALE: I suppose this is why you are suggesting that it would be most useful and helpful if members of this Committee could meet in the park, so that we might clarify some of these points which obviously have not been clearly defined at all.

Mr. CRAIG: I think it would be very hard for a committee of this size, working with problems of this magnitude, to formulate anything creative or suggestive without actually coming and seeing firsthand the problems we are up against. I think it is most essential that the Committee come out and meet in the parks with the parks people. Of all the members here, there has been only one who has been in Waterton Lakes National Park. It must be rather difficult to pass judgment on how the thing operates.

Mr. DINSDALE: If this were a Royal Commission investigation of national parks policy, of course, the commissioners concerned would visit the areas, and it seems to me that if we are going to have any realistic grasp of the problem the members of the Committee will have to come to grips with it at the local level.

There is a new group in the field of parks policy development, which was before the Committee the other day. I am referring to the National and Provincial Parks Association. We had a very excellent meeting with this group the other morning.

They are largely a group of citizens who are anxious to bring to bear, on the problems of establishing a parks policy, at all levels of government, the views of private citizens who are interested in this matter.

Has your chamber ever had any contact with this particular voluntary group, with respect to park policy?

Mr. CRAIG: No. As far as I know, none of them has ever been in the park, and certainly none of them has ever approached the chamber. I have been president of the chamber for the last four years and no one has ever approached me about this.

I have heard that there was such an organization, but the first indication I got of their activities was reading a press release the other day after they had been interviewed by your Committee.

Mr. DINSDALE: I thought they made a very helpful statement the other day, particularly in reference to the point that we are discussing at the moment. Mr. Frame, who is president of the association, stated in very specific terms that he highly favoured private enterprise in the national parks. I think that a contact between your group and the National and Provincial Parks Association might be very helpful in this regard. They are going to become increasingly influential in advising, shall we say, government at all levels in meeting the very urgent demand for broader recreational facilities.

I hope, as I suggested to Mr. Frame the other day, that your chamber might seize the initiative in making your viewpoint known to this private association. Do you see any possibility of a contact of that kind with them? As a matter of fact, I hope they read this report and that they seize the initiative in contacting your Chamber of Commerce so that some meaningful policy will be worked out.

Another policy change has been the decision to classify certain areas in national parks. This has sometimes been referred to as the zoning policy. Has this come to the attention of your Chamber of Commerce?

Mr. CRAIG: Not other than what we have read about it in the newspapers.

Mr. DINSDALE: All I can say, Mr. Chairman, is that I hope this Committee will be able to meet with your Chamber of Commerce and we can have some discussion on these very important basic points.

Mr. WOOLLIAMS: Mr. Chairman, I wonder if I could make an interjection. We are speaking about public ownership. I do not think anyone is serious in reference to that. I remember in 1961 or 1962, when Mr. Coleman met with the Chamber of Commerce at Lake Louise, when they were going to develop approximately 60 acres as a visitors centre, which was freehold land in the parks, at that time there was some discussion about public ownership. But it is obvious today that the department is not accepting that position, because they are now tendering for free enterprise to build three or five motels in that area.

I am inclined to think that if the department, or any of its officials at any time considered—which they must have, either in 1961 or 1962—that position, it is now vacated for a more free enterprise position, because, after all, there are 1,700,000 people coming through the Banff National Park which is part of Yoho, Waterton, Jasper and the whole network. As a member of this Committee, I think that if the department had any idea in that regard they must have vacated it.

Mr. BASFORD: If I might just add to that. The department made it very clear at a meeting two weeks ago, from which Mr. Woolliams was unavoidably absent, that it was a private business decision whether certain operators located and built or not.

Mr. GUNDLOCK: Mr. Chairman, mention was made a moment ago of the association that was before us last week. I have here what I presume is their official publication, namely "Park News". In reading this there are some statements which if I may, I would like to try to refute in this Committee. For instance, "The hon. Arthur Laing and the department have been angrily and persistently attacked by those seeking to exploit the parks for selfish advantage



and to the detriment of Canada." I understand that this publication is subsidized to some extent—I do not know how much—by the department itself. I take exception to this.

I would like to ask our witness, Mr. Craig, to give the Committee some idea of how long the businessmen have been in the park, how they feel about the conservation measures and things like that. This has, presumably, the power of the written word and we all know how great that power is, and when an association uses this kind of wording and is subsidized by the department itself, I feel strongly that this should be refuted.

Mr. BASFORD: Mr. Chairman, on a question of privilege; it was put in evidence at the last meeting that there was a very small founding grant made to this association to keep it going; and any implication that Mr. Gundlock is trying to make, that this editorial statement in their publication is in any way the Minister's policy, or the department's policy, or an expression of their views, is very unfair. Mr. Gundlock asked me to be fair, and I tried to be fair. If that is the implication he is making, I would ask him to be fair and not make that implication.

Mr. GUNDLOCK: Most certainly, if I have left that kind of an implication, Mr. Chairman, I had no intention whatsoever of doing so at all. I did understand there was a founding grant. I did understand also that there is assistance in publishing by the Travel Bureau. In no way whatsoever am I criticizing the government. I am criticizing this organization for printing words of that kind.

This leads me to a question I would like to ask Mr. Craig.

Mr. LIND: I have a supplementary question, Mr. Chairman. I would like to lead into the evidence from the Crawford Report: "It would be unrealistic to expect persons engaged in this type of enterprise"—and this is referring to businesses in national parks—"to cheerfully accept policies which, while reducing or limiting their profits, might be of great benefit to future generations."

These national parks were created for the people of Canada, and for the use of the people of Canada. I realize that when business people come into these parks they come in to make a profit; they come in with the anticipation of charging the tourists or the visitors enough money that they will make a profit at the end of the year.

Essentially, as business persons, we must have some desire either to make a profit yearly, or to build up an asset, and in Mr. Craig's case they are building up an asset rather than taking the profits out.

Mr. WOOLLIAMS: On a point of order, Mr. Chairman; surely Mr. Gundlock was asking a question. He did not get an answer.

The CHAIRMAN: I was coming to that, Mr. Woolliams.

Mr. LIND: I just wanted to read that statement into the record from the Crawford Report which was submitted by the former government.

The CHAIRMAN: You have read the statement.

(11.30 a.m.)

Mr. GUNDLOCK: Mr. Chairman, what I took particular exception to was the "detriment of Canada". I do not think that any of us in any way, shape or form



would like to accept that kind of wording. I wanted to ask Mr. Craig: How long have some of those people lived in the park and how much do they think about conservation? I have in mind one man in particular, but I would like you to tell the Committee how you really feel about the park; and since there are visitors to the park from the country as a whole, would you just tell us, as you walk down the street during the tourist season, what are the licence plates and where are they from?

Mr. CRAIG: Mr. Chairman, I am a comparative newcomer in the park. I have been there only 10 years. A lot of the business people have been there since the early 20's.

I think that the majority of the business people in the park feel that they would like to see an orderly commercial development in the park. Certainly none of them want any carnival atmosphere, or anything like that.

Our park is notable for the fact that among the western parks it has the highest percentage of American visitors. That is, taking on the total registration our percentage of American visitors is higher than the other three parks notably Montana and California.

As far as conservation is concerned, I think we are all very conservation-minded, but we are just a little concerned about the fact that we hear a great deal about preserving the parks in their natural state, and we just wonder if that is exactly what the people who come to them, really want. I think we have an excellent example in the fact that, as far as the department is concerned they consider townsites a nuisance or a curse or whatever way you put it—they are there and they have to live with them.

This is just a little illustration. This is a map of Alberta. I do not know if you can all see it or not, but this little "blob" here is Waterton Lakes National Park, and immediately across the line from it is Glacier National Park in Montana. It is about 10 or 12 times the size of Waterton. It is what you might call a wilderness park, in the fact that it has no townsites; it has scattered accommodation in the line of lodges and motel sections in various parts of it and it is a very good example of a townsites park as compared to a wilderness park.

Waterton last year had a little better than 400,000 registrations. As I said before, the only reason that you get to Waterton Lakes National Park is because you are definitely going there. Those 400,000 people definitely wanted to go to Waterton Lakes National Park. I cannot tell you what percentage of them stayed there, but quite a large percentage of them stayed in the park.

Immediately across the line is Glacier National Park. I have here a letter from Mr. Nielson, the superintendent of Glacier National Park. Glacier National Park had 847,000 visitors last year compared to our 400,000 and 320,400 stayed in the park overnight—that is, 37 per cent of their visitors. Of the 320,000 people who stayed in Glacier National Park overnight, only 5,890 used the campsites. The others used commercial establishments for their stay. This is a wilderness park and they maintain wilderness campsites. Less than 1 per cent of the people who used the wilderness park stayed in the wilderness campsites. These are the people who flood into Waterton.

An hon. MEMBER: What about trailer parks.

Mr. CRAIG: This is their campsites. They do not have any trailer parks. This is a wilderness park.

This is the type of park that I and some other people on our Chamber of Commerce feel that the department would really like to see in Waterton; yet, of the 400,000 people that visited Waterton—I say again that we have no figures to say how many stayed overnight—a high percentage stayed overnight; they used the commercial accommodation. Some 43,000 of them stayed in a fully developed campsite in the townsite. There are two semi-developed campsites in the park, one at Crandall Lake and the other at Cameron Lake, and they jointly serviced 18,000 people. In the wilderness campsite in Waterton Lakes National Park, only 870 people stayed. Out of the 400,000 people that came to the park, 870 chose the wilderness operation.

The fully developed campsite in the townsite was full, so some of these people who stayed at the semi-developed campsites and the wilderness campsite stayed there because they did not have the option of staying in the fully developed one. If you are able to accommodate campers who wish to stay in a fully developed downtown campsite, the number of people who register at the other campsites will be less; and it is because they could not take care of them at the fully developed campsites.

This is an indication that people appreciate the wilderness. You can be in the wilderness in 20 minutes in any direction from the Waterton townsite—really in the wilderness. But they do not choose that; they choose to stay where they have a comfortable base and to operate out of there.

I think that the Glacier National Park registration is an indication of how much use people make of a wilderness park.

Mr. GUNDLOCK: May I ask this: We notice from that map that Waterton is only a tenth the size of Glacier's. What percentage of the area are we actually using in Waterton park?

Mr. CRAIG: The area of the park is rather small. It is only some 20 square miles. If you included the townsites, the public works compound and the developed camping areas, it would not be in excess of 5 per cent of the total area of the park.

Mr. WOOLLIAMS: May I ask a supplementary question? Banff National Park is the size of Prince Edward Island and there are only a few hundred acres of a townsite I suppose, relative to what Mr. Gundlock has asked, pro rata it is pretty well the same in Waterton. The townsite itself forms only a very small area and it does not, of course, emerge or go into the wilderness; it is merely a centre where the tourists are served, so that when they do take a ride into the wilderness they have a place to stay, either in a motel or a hotel. It is the same thing in Waterton is it not?

Mr. CRAIG: That is right.

Mr. BASFORD: I have a supplementary question: Mr. Craig, you were not resent when we had Mr. Clarke here from Jasper, but the department said that townsites were an essential and necessary part of these western parks. I am curious about where the difference is between their view and your view.

Mr. CRAIG: Their view on what?

Mr. BASFORD: On townsites.

Mr. CRAIG: Well, from that I infer that the department are happy that there are townsites in these parks?

Mr. BASFORD: Maybe I misunderstood the evidence, but I certainly gathered that two weeks ago.

Mr. CRAIG: That they are happy with the townsites?

Mr. BASFORD: That townsites were a necessary part of the parks.

Mr. CRAIG: Somehow or other I do not get that impression. I could be wrong.

Mr. BASFORD: You might dig out Mr. Clarke's evidence of two weeks ago and have a look at it. Maybe I misinterpreted the evidence, but that was the impression I got.

Mr. GUNDLOCK: Further, Mr. Chairman, it was established that the townsites and the services, including the Department of Public Works itself, use approximately 5 per cent of the area.

In addition to that, in your opinion, Mr. Craig, if you drive up the highway or ride on a trail or even walk, how much of that wilderness area is available to the public such as trails, foot paths, horseback trails and highways?

Mr. CRAIG: Actually the townsite itself is 5 miles off the highway and naturally has a paved road into it. Within the park boundaries itself, there are 27 miles of highway other than the entrance highway into the park; that is all. There are two drives you can take, one to Cameron Lake which is 12 miles and the other to Red Rock Canyon which is 15 miles. I imagine there would be about 20 or 25 miles of trail that is open to trail riding, and the rest of it is wilderness for hikers.

Mr. GUNDLOCK: Would it be fair to say that you could see 25 per cent of the park whether you were on foot, on horseback or in an automobile?

Mr. CRAIG: It certainly would not be any more than 25 per cent. That would be a little distant view.

Mr. GUNDLOCK: I would like to get this point across because naturally I favour further development in the park itself and without hurting the park in any way, shape or form. But there is 75 per cent of the park that people cannot see unless they are mountain climbers?

Mr. CRAIG: You never see it unless you are a mountain climber.

Mr. GUNDLOCK: Mr. Chairman, possibly I should ask this of people in the department, but the question has been brought up and again I am quoting "Park News" They may seem very much concerned about the extinction of animals. They mention particularly here, mule, deer and elk who winter in the park sites. I would like to bring to the attention of this Committee in particular just what the situation is with the elk in Waterton Lakes Park. Is there anyone here familiar with the populations and increases and controls? This is the point I want to bring forth.



Might I say, Mr. Chairman, for the information of this Committee that within the last four or five years, in order to control the elk herds the department built a very up to date, modern abattoir for the control of the elk population. Actually they butcher somewhere in the neighbourhood of 200 to 250 head of elk because they overpopulate the area.

The point I am trying to make is that certainly any influx of tourists is not going to damage that sort of thing. Actually that is what is happening; They have to butcher the elk in the park. They take the hides to the Indians and the meat I suppose they also take down to the freezer and distribute to the Indians. I have no criticism of this. The point I am trying to make at this time is that certainly a development of the park would not hurt that sort of thing very much. Many more people could be there without trampling down the elk feed and that sort of thing.

I mentioned earlier some of the wording in here to which I took exception, and again I take exception to the criticism levelled at the government of Alberta. It even goes so far—

The CHAIRMAN: Mr. Gundlock, will you please ask questions?

Mr. GUNDLOCK: I wanted to ask the witness if he feels that the criticism of the provincial government—and the Premier mentioned it here himself—is warranted?

Mr. CRAIG: No, I feel it is quite unjustified.

Mr. GUNDLOCK: They again criticize—

Mr. BASFORD: Mr. Chairman, I sympathize with you, but the question and answer are a little meaningless unless we know what the statement is.

Mr. LIND: Mr. Chairman, we have a witness here and I think Mr. Gundlock is getting a little off the question.

The CHAIRMAN: Mr. Gundlock is asking the question now.

Mr. GUNDLOCK: I did want to get this on the record.

Mr. LIND: I know you want to get it on the record, but we are not dealing with the Alberta government. We have a witness here, and we would like a chance to question him.

Mr. BASFORD: I cannot entirely agree; I think if Mr. Craig is going to be asked to comment on a statement, I should know what this statement was.

Mr. GUNDLOCK: I have another one here which criticizes the Alberta government and they use the words: "Up to now Alberta has neglected the responsibility of developing provincial parks." Figuratively, Alberta has developed 42 parks in conjunction with the national parks.

There again I would like to ask the witness if his Chamber of Commerce feel that this is so or, is there co-operation there in the mountain areas?

Mr. CRAIG: Mr. Chairman, there are four provincial parks in the immediate vicinity of Waterton Lakes. They are well kept, well operated and they enjoy quite a decent amount of patronage during the summer. The provincial parks people are, in my opinion, quite active.

Mr. BASFORD: As a supplementary, are these large parks or campsites?



Mr. CRAIG: Beauvais Lake—I would not like to hazard a guess, but I would say it is 25 square miles. That is just a guess. That is the closest one. There are three others. I have been in them, but I cannot say that I have ever been around the perimeter. I could not give you a really good estimate, but I would say probably in the neighbourhood of between 2 and 5 square miles.

Mr. BASFORD: I take it they are essentially camping grounds?

Mr. CRAIG: They are picnic areas, camping grounds, and one of them has trailer facilities. They certainly are not the statute of a national park. They have no commercial establishments in them.

Beauvais Lake has quite a large group of well kept and well built cottages. It is a typical lake summer resort area, without any commercial development.

Mr. BASFORD: I just wanted to determine the nature of the parks.

Mr. CRAIG: I am sorry I cannot give you a definite answer on the size of them. I have been in them, but, as I say, I have never been around the perimeter and really could not give you a definite answer on the area.

Mr. GUNDLOCK: Mr. Chairman, I think I will reserve any further questions until later.

Mr. LIND: You do not feel then, Mr. Craig, that you are competent to answer Mr. Gundlock's question on the provincial parks?

Mr. GUNDLOCK: That was not my question.

Mr. LIND: You were asking him to compare the provincial parks and give an outline.

Mr. GUNDLOCK: No, I did not ask that at all. I just asked his opinion on the criticism of the Alberta government in this publication.

Mr. LIND: I realize that; but all I said was that Mr. Craig did not feel he was competent to answer that question.

Mr. GUNDLOCK: I think he answered it very thoroughly. He said he did not agree with it.

Mr. LIND: I gathered that he does not know much about them.

Mr. WOOLLIAMS: Mr. Chairman, I do not know why we should want to argue. We are here to get some facts.

Mr. LIND: May I have the floor, Mr. Woolliams? You have been interfering quite a bit when I am questioning.

Mr. WOOLLIAMS: Mr. Chairman, I did not think I was interfering. I was asking questions. I have not interfered with Mr. Lind, and I am not going to interfere with him.

Mr. LIND: Mr. Chairman, I just made that reference that Mr. Craig did not appear to know too much about the provincial parks. He knows more about the Waterton Park. I think he came here representing the Chamber of Commerce of Waterton, and so far in this questioning we have not had too much of the opinion of the Chamber of Commerce in general.

I would like to go back to the regulations, and I will read out of the Crawford report again, because this existed in 1960. "That no person may carry

on within the park any business unless he has obtained a licence to do so from the superintendent." Is this licence, am I to understand, Mr. Côté, renewable on a yearly basis?

Mr. CÔTÉ: The usual business licence in any municipality or community.

Mr. LIND: Has there been any change in licences since 1960?

Mr. CÔTÉ: None that I know of.

Mr. LIND: Do you agree with that, Mr. Craig?

Mr. CRAIG: Well, there certainly has not been any in any business that I have been connected with. I could not speak for any other line of business.

Mr. CÔTÉ: There may have been some changes, such as a bakery licence that might have been \$2, or \$3 a year or something of that order, but nothing significant basically in the business licensing practices in the national parks since 1960.

Mr. LIND: I also gather from this report that the licences are not transferable except to a person who at the same time purchases the licensed business. In other words, you must own the business to get a licence to operate that business. Is that correct?

Mr. CÔTÉ: I think that is not necessarily so, sir.

Mr. LIND: It is not necessarily so.

Mr. CÔTÉ: No.

Mr. LIND: Is that a change from the past, or why would Mr. Crawford make this statement?

The CHAIRMAN: May I suggest, Mr. Lind, that we are not discussing the Crawford report. We have a witness here who came all the way from Waterton, and I am rather inclined to think that you should direct your questions to the witness.

Mr. LIND: I am sorry if I have got off the subject, Mr. Chairman, but I will come back to the witness. I was just building up to it.

Then, Mr. Craig, you have no objections to the present mode of licensing of businesses in that park?

Mr. CRAIG: No, I have not; that is business licences.

Mr. LIND: And the payment for a licence on your liquor rental and the fee for your liquor and the fee for your rooms and the present mode of payment?

Mr. CRAIG: I have no objections.

Mr. LIND: Has there been any increase in the rental charged by the Department since you have taken over in 1957?

Mr. CRAIG: No, there has been no change in it.

Mr. LIND: You have no quarrel there; although you realize that rentals over Canada as a whole are going up they have not been increased in Waterton?

Mr. CRAIG: No; but we also understand that in our lease there is provision made for review of rentals every 10 years, or something to that effect, and I think the next one is due in 1970.

Mr. LIND: As a businessman you would consider that a justifiable clause, would you not?

Mr. CRAIG: I have no objection.

Mr. LIND: Coming back to the general objection by your business people in the Chamber of Commerce, the only objection you would have, then, is to this 42-year lease. Is that right?

Mr. CRAIG: No; the objection is not to the 42-year lease. The objection is the change from the perpetual lease to the 42-year lease. There is quite a difference.

Mr. LIND: Was there no notification to you in 1960 when this change was made?

Mr. CRAIG: There was no general notice.

Mr. LIND: You can appreciate the fact now in 1966 and this has been in effect for six years.

Was there no communication between your advisory council, or your Chamber of Commerce, and the parks department, or notification of a policy change at that time?

Mr. CRAIG: To my knowledge, there was no official notification.

Mr. LIND: Well, at the present time, what is the communication between the Chamber of Commerce and the park superintendent and the people in charge? Is there co-operation? At all times can you find out what the policies are? What is the situation?

Mr. CRAIG: I think, Mr. Lind, that basically the greatest problem we have as operators in the national park is lack of communications. Whether we like it or not or whether you like it or not, I think—and this is just a personal opinion, it is not an opinion expressed by the Chamber of Commerce—that basically I am a partner with the Department of Northern Affairs by virtue of the fact that I hold a business lease in the park.

No partnership can exist where one partner does the foot work, or the slave work, and the other partner sits in Ottawa, 3,000 miles away, and issues directives. This is a very unhappy partnership. This is the position in which business people in the national parks find themselves. There is no such thing as saying: "We are going to institute a change, so let us get together and talk it over and see how we can do this." It is just bang, bang, bang—that is what will be done. And until we can have an active committee between the businessmen in the parks—and I say the parks—and the Department of Northern Affairs, where we can sit down and discuss our problems mutually, we are always going to be at loggerheads, because we have substantial interests on which we are given no personal consideration by the department. I mean there is no such thing as saying: Come on in fellows we would like to talk over a change with you. This is not done. There is a directive issued and that is it period. Then was have to battle about it.

I do not think we want to quarrel with the people from the Department of Northern Affairs, but if I were sitting on the Northern Affairs Committee, such as you people are, and the people under my jurisdiction, such as the business people in the parks, the cottage owners in the parks, the Indians, the people in the Yukon, the people in the Northwest Territories, were all unhappy, then I would feel it was time that I reviewed my policies.

Mr. LIND: Are they all unhappy?

Mr. CRAIG: I would say so. The only people I cannot speak for are the Eskimos. I do not know anything about them.

Mr. LIND: Do you know this first hand, or is this hearsay?

Mr. CRAIG: I know that the business people in the parks are unhappy, I know the cottage-owners in the parks are unhappy, and I know the Indians are unhappy. How do I know? Because I live in Fort Macleod, and 6,500 Indians live on my doorstep. I am in the retail business in Fort Macleod and I do business with the Indians every day of my life. I had dinner with Senator Gladstone last night.

As far as the Yukon and the Northwest Territories are concerned and this is from newspaper releases—I gather they are not too happy either.

Somewhere along the line, whether it be due to lack of communications or poor policies, there are a lot of unhappy people, and they all come under the jurisdiction of this department.

Mr. LIND: I realize that, and unfortunately this government is instigating the policies that were laid down in 1960.

Mr. CRAIG: It really does not matter how it happened, or where it happened; the problem exists. The way you get away from that particular problem is to get some communications to the people that you are trying to work with—and I assume that you are trying to work with the people.

We would sure like to work with you people, we really would. I do not want to come down here and quarrel with the Department of Northern Affairs, and I do not want to quarrel with the Committee, but I feel we got a real poor deal, because we are never told.

Mr. LIND: Are there not communications between the Superintendent of the park and the council?

Mr. CRAIG: I am a member of the advisory council as well as president of the Chamber of Commerce. We can take an advisory council problem—and there are not too many—or we can take a Chamber of Commerce problem to the council. The superintendents we have had have been most co-operative.

I do not know how familiar you are with national park superintendents, but they either have a very limited scope of authority or if they do have it they do not want to use it beyond a very limited margin.

The communications go to western command of the western regional office, in Calgary, and from there they go to Ottawa. I am not quite sure where they go in Ottawa, but eventually they dry up.

Mr. LIND: Give us an example.

● (12.00 noon)

Mr. CRAIG: All right, I will give you an example.

Three years ago we commenced a motel design to take the place of this particular operation right here. We contacted a company in Calgary which was called Keylock. They had a construction company and a plant which were developing something in the line of a cedar log building. They were most anxious to get it into a park location. He said, "We will go along with you 50 per cent on the architect's fees if you will promote and build one of these units in Waterton Lakes National Park."



Mr. LIND: Who would pay 50 per cent of the fees?

Mr. CRAIG: The Keylock people would. We would pay 50 per cent for the design work and they would pay 50 per cent.

We engaged an architect and he produced the design which we sent to the design department in Ottawa. We, in the course of time, got rather anxious about what had happened to our project. We approached the superintendent, we beat his door down, there were wires to Ottawa and communications to Ottawa and we never had any answer back on this particular design.

Because we were in a hurry we approached another architect and he submitted a design and we got an O.K. on it and we built the motel and it has been in operation for a year. To date, we have never received any reply, or any indication that the other plans ever arrived in Ottawa. We paid our \$1,100 which was our share of the architect's fee and we forgot about it.

Is that having communications?

Mr. LIND: Let us take a longer view of this. This is a personal thing which you were bringing up.

Mr. CRAIG: You asked me to give you a specific example and I gave you one. This happened to be personal, but it could have happened to the guy across the street, or someone at the other end of the townsite. This is the only concrete example on which I can give evidence.

Mr. LIND: Personally I could tell you about a development right in London, Ontario, where it will take three years before I get a communication out of the department.

Mr. CRAIG: This is an example of communications.

Mr. LIND: It does not make it right, but it exists; you know that.

Mr. WOOLLIAMS: He is trying to give you his grievances.

Mr. LIND: That is one grievance. The main grievance I gather is on the leasing.

Mr. CRAIG: Primarily it is the only grievance we have. But I think that if we cleared that up, and if we saw our way clear to further developments in the park, and if we wanted to project our thinking a few years ahead, we should have the benefit of direct communication with the department, which we have not got.

Mr. LIND: You mean to tell me that you cannot as businessmen, come down here and see the deputy minister or the Minister of Northern Affairs?

Mr. CRAIG: I presume we could.

Mr. LIND: Do you not think it would be worth while to invest that much money to come down and do that?

Mr. CRAIG: It could well be.

Mr. LIND: On the question of the breakdown in communications, then, you say that the superintendent of the park is cooperative and he writes to the department and your main "beef" is that the department does not say O.K. to this set of plans. Is that right?

Mr. CRAIG: No. You asked me for an example and I gave you one which is the only example I happen to have with me.

Mr. BASFORD: But they did not say yea or nay; you just never heard from them.

Mr. CRAIG: We heard nothing.

Mr. LIND: But they did not stop you when you went ahead with these other plans?

Mr. CRAIG: No; but they did not say: "This plan is no good and you cannot build it. We will not go for it." There was just no communication. What happened to it I really do not know.

Mr. LIND: What is your quarrel with the superintendent if he did not stop you when you put the other one up?

Mr. CRAIG: I have no quarrel with the superintendent.

Mr. CÔTÉ: Mr. Chairman, I would like to look into this particular case. There may be something in what Mr. Craig says. I would like to report to the Committee in due course just what happened there. I would like to do that from our records.

Mr. WOOLLIAMS: Mr. Chairman, if the deputy minister would look into that—and I am sure he will— would he also look into the dozens of letters—and Senator Cameron will corroborate this—of people who have written in to find out their status in reference to their leases, and there is no answer. There are dozens of letters and Mr. Vallance, a lawyer from Banff, will confirm this.

If you will take those two projects on, maybe one of the great grievances will be solved, through the good questions of Mr. Lind and the good answers of Mr. Craig.

Mr. CÔTÉ: I will look into this case that Mr. Woolliams referred to.

I think also, Mr. Chairman, that the communications do sometimes take a bit more time than they should—this is to some extent correct—but human memory is sometimes fallible.

For example, the witness has said here that he could not remember if there was any communication about the policy on the leases. It is fair for him to say that he does not remember, but I have been informed that in 1962 a letter was sent to all the advisory councils, the motel associations about the non-renewing of the so-called perpetual leases and saying also that the rentals would be reviewed in 1970. I am not—

Mr. CRAIG: I made the point that rentals were to be reviewed in 1970.

Mr. CÔTÉ: And the question of the leases, too.

Mr. WOOLLIAMS: Could we have a copy of that letter filed with the Committee? It would be very helpful.

Mr. CÔTÉ: I would be delighted to, Mr. Chairman.

Mr. CRAIG: Further to Mr. Côté's remarks, I know—but I never saw this letter—that a letter went out to all cottage-owners defining what the provisions of their lease would be. There was some indication that Mr. Laing would send a letter out to commercial operators, but this has not arrived. The cottage-owners did get an indication of what would happen to their leases.

Mr. CÔTÉ: May I just interject with one point, Mr. Chairman? There is a latent feeling that the superintendant has not sufficient powers, and this is so. He has not had sufficient powers. On the other hand I think members of the

Committee will appreciate that, as was suggested by Mr. Lind a moment ago, when you get a fairly large investment there is a tendency for the individuals in question to come to see the deputy minister or the Minister about these investments. If something does not go quite right then the individuals have a tendency to go to their member of Parliament or otherwise and make representations. This means, in fact, that the authority of the superintendent is in a measure restricted.

It is also true that the superintendent has not had the power to approve building plans, because he has not got the architectural or engineering staff to review them, and this has had to be retained here in Ottawa. We hope that in another year or two we will have some engineering and architectural staff in regions to move ahead and be able to give approval within certain basic park designs and within the framework of plans that would meet the national building code. It is a process which has devolved upon us fairly quickly because of the rapid multiplication of visitors, at the rate of 7 to 10 per cent in some areas, which means that in the space of 10 years, you have doubled your visiting population. We have not been able to move our recruitment or establishments fast enough to achieve all of these measures.

We have now decentralized some of the authorities to the parks on the purchasing and the entering into of contracts, which means that they do not have to send it back to the regions or Ottawa. We have very recently decentralized these purchasing authorities, which means that 85 per cent of the purchases in the park will be done through D.D.P. or locally, and only 15 per cent reserved to Ottawa on bulk purchases of oil and vehicles and the large items, where we can do it on a better basis. We will be getting better service out of it.

This is part of the whole process that the government has been involved in for the last few years, as a result of the Gassco Commission. We hope to decentralize more authority, within defined areas, to the park superintendent. I thought this would be helpful to you.

The CHAIRMAN: Thank you, Mr. Côté.

If there are no further questions—

Mr. GUNDLOCK: I have one more question, Mr. Chairman. I forgot to mention this earlier. I did mention the harvest of wildlife in Waterton Park—and I think quite rightly so. This question has to do with this policy—not necessarily policy—but the suggestion that there be no cutting of timber within the park.

Mr. Craig, I would like your opinion on this, particularly as related to that blowdown that took place in Waterton Park. Would there be an improvement if these old, mature trees were harvested, shall we say? What is your opinion of the natural beauty of a park in a case like that?

Mr. CRAIG: I think that in the Blackstone mountain area to which you referred, where that blowdown occurred, had those mature trees been removed it would not have had nearly so devastating a result as it had. The whole area is now flat, which naturally is a real fire hazard, although they are in there now taking out corral poles and fence posts.

Mr. GUNDLOCK: And that has been what—about 3 years?

Mr. CRAIG: This is the third summer; that is right.

The CHAIRMAN: If there are no further questions, I wish to thank Mr. Craig for appearing before the Committee this morning and for answering the many questions asked by our members.

With regard to the expected appearance of the Hon. A. R. Patrick, the Minister of Industry and Tourism of the province of Alberta, he telephoned me from Edmonton a couple of days ago expressing regret that he will be unable to be here on June 9, that is, on Thursday next, nor will he be available during the month of June. However, he indicated that he could come sometime in July.

As a result of this change, on Thursday June 9 at 9.30 a.m. in this room, we will deal with vote 45 of the estimates.

This meeting will stand adjourned until next Thursday at 9.30 a.m. Thank you very much.

Mr. CRAIG: I would like to thank the members of the Committee for inviting me here to express the views of the Waterton Chamber of Commerce, and to thank you once again for the courteous treatment I have received and the very fair questions that have been asked.

I think it is a little difficult for one person to be able to answer all the questions pertaining to a park from a Chamber of Commerce standpoint, and particularly, the questions asked by Mr. Lind. I was not able to answer all his questions to his satisfaction.

I would like to extend an invitation from the Waterton Chamber of Commerce to you, to bring the Committee out, and I am sure, if you do, that we will be able to muster enough people to answer your questions to your satisfaction.

Thank you very much for your consideration.

The CHAIRMAN: Thank you very much, Mr. Craig.



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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* MR. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

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THURSDAY, JUNE 9, 1966

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Main Estimates (1966-67) of the Department of Northern Affairs  
and National Resources

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WITNESS:

Mr. E. A. Côté, Deputy Minister, Department of Northern Affairs  
and National Resources.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

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Mr. Gundlock,	Mr. Laprise,	Mr. Roxburgh,
Mr. Habel,	Mr. LeBlanc ( <i>Rimouski</i> ),	Mr. Simpson,
Mr. Haidasz,	Mr. Legault,	Mr. Southam,
	Mr. Lind,	*Mr. Woolliams—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*Replaced Mr. Nielsen on June 7, 1966.

## ORDER OF REFERENCE

TUESDAY, June 7, 1966.

*Ordered*,—That the name of Mr. Woolliams be substituted for that of Mr. Nielsen on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*Clerk of the House.*





## MINUTES OF PROCEEDINGS

THURSDAY, June 9, 1966.  
(11)

The Standing Committee on Northern Affairs and National Resources met this day at 9.54 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Basford, Dinsdale, Duquet, Habel, Haidasz, Hymmen, Laprise, Legault, Lind, Mather, McWilliam, Roxburgh, Southam, Woolliams (15).

*Also present:* Messrs. Kindt and Nielsen, M.P.'s.

*In attendance:* from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch.

In relation to item 45 of the main estimates of the Department of Northern Affairs and National Resources, the Chairman gave his previously deferred casting-vote, as nay, to negative a motion at the last meeting on which the Committee had divided evenly: 6 yeas, 6 nays.

There was a brief discussion on item 15 of the estimates.

The Committee resumed consideration of item 45 of the estimates, in relation to which Mr. Côté tabled the following document, copies of which were distributed to the members:

Sanitary Services—N.W.T.

Mr. Côté was questioned, assisted by Messrs. Gordon and Carter.

It was agreed that item 45 would stand.

The Chairman called item 50 of the estimates:

"50. Northern Administration, Construction or Acquisition of Buildings, Works, Land and Equipment, \$18,746,000.

L50. Northern Canada Power Commission, Advances, \$1,800,000."

Mr. Côté was questioned.

Item 50 was carried.

At 11.10 a.m. the Committee adjourned to Tuesday, June 14, 1966, at 9.30 a.m.

Michael A. Measures,  
Clerk of the Committee.



## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, 9 June 1966

● (9.45 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum. We will now resume consideration of item 45 of the main estimates of the Department of Northern Affairs and National Resources which has to do with northern administration, operation and maintenance.

In connection with this item, at the opening of our last meeting, the Committee divided evenly: six yea and six nay and I deferred my casting vote, on a motion by Mr. Nielsen which was seconded by Mr. Simpson. In summary, the motion was to the effect that the calling of Mr. Speaker and the six members of the Yukon Legislative Council to appear before this committee be referred to our subcommittee on agenda and procedure for consideration and report.

Now it is seldom that a Chairman is called upon to cast a deciding vote. In casting my vote today I do so impartially. If I were to cast my vote in favour of the resolution I would be voting for something different from that which existed prior to the motion. If I cast my vote against the resolution I will be maintaining the position of status quo; except in exceptional circumstances I believe that in a tie vote the status quo should be maintained. Therefore my casting vote is nay and the motion is negatived.

Before proceeding may I remind members and witnesses to speak into the microphone when addressing the Chair.

The first item of business is the tabling of a document by Mr. Côté.

Mr. E. A. CÔTÉ (*Deputy Minister, Northern Affairs and National Resources*): Mr. Chairman, a question was asked by one of the members of the Committee a couple of meetings ago concerning sanitary services, water supply, sewage disposal and garbage disposal service for residents of the Northwest Territories and I have a document which I would like to table and it is available for circulation to members of the Committee.

The CHAIRMAN: It is agreed that the document be distributed?

Agreed.

Now, gentlemen we are on item 45 of the estimates. I might say that we are anxious to have this item passed at this meeting if possible. I think we have devoted several hours to it. However, the matter is in your hands. All right, gentlemen.

Shall item 45 carry?

Mr. DINSDALE: No.

The CHAIRMAN: No? Mr. Dinsdale.



Mr. DINSDALE: A few meetings ago we got on to the subject of road construction in the north and I think we were going to have a report on the present program and the program contemplated. I wonder if that report is available?

Mr. CÔTÉ: That report is not immediately available, Mr. Chairman, but I hope to have it in a very short time, at the beginning of the week.

The CHAIRMAN: I might point out to Mr. Dinsdale that the item you are referring to comes under item 50 and we are discussing No. 45; Road construction you are talking about.

Mr. DINSDALE: Well, not necessarily. We were discussing it under item 45 the other day and we raised the matter because we were looking for this information with regard to the northern roads program as it has taken place over the past few years and as it is projected into the future. I think it could be adequately covered under administration, operation and maintenance, and so forth; but if you would like to restrict it to item 50, I presume that could be done as well.

The CHAIRMAN: If we carry No. 45, then we could move immediately to No. 50 if you wish to do so.

Mr. WOOLLIAMS: I wonder if I could speak to a matter, Mr. Chairman. We were dealing with parks. You are talking about items.

An hon. MEMBER: The question is out of order.

Mr. WOOLLIAMS: It is not a point of order and I am going to ask leave just to mention something to the Chairman and the committee. I think it is important.

The CHAIRMAN: I allow it.

Mr. WOOLLIAMS: Thank you very much. This is a letter which was written by Mr. Steer and he is a counsel for the body of people who are organized in reference to park grievances. I think it should be read into the record and I would ask that it be part of evidence together with letters you may have received. This letter is written to Dr. Horner who is unavoidably absent. It reads:

Dear Dr. Horner:

I sent you under date May 24th a copy of my letter to Mr. Badanai, the Chairman of your Committee on Northern Affairs and National Resources. He has not replied.

Mr. Morrow who is acting with me in this matter has been in Ottawa yesterday and today, and has endeavoured to have an interview with Mr. Badanai, but failed.

Can you tell me whether the Committee is really serious in wanting to hear the case of the residents in the parks. It would seem from the fact that Mr. Badanai has practically refused to see Mr. Morrow in that he has not responded to his requests that he communicate with him, that possibly the Committee is really not interested in hearing a full case presented on behalf of the park residents.

Can you give me any enlightenment or assistance in this matter? I would have thought Mr. Badanai should at least have acknowledged my letter and have indicated whether or not the suggestions contained therein appealed to him.

I do not know anything about the facts in that regard. But I would ask the letter of Mr. George Steer, who is the special counsel for the residents, directed to you, and other correspondence, be filed as a part of the record because it would clear the air, if there is a misunderstanding and it could be a misunderstanding. I do not know anything about the facts behind this except I know Mr. George Steer is one of the most able counsel we have. I might say this: he is of a certain political stripe which should appeal to many people around this table. He has been President of the Liberal Association for a number of years, so I would not think he was prejudiced against members of the Committee. I would think that if Mr. Morrow has not had a chance to have an interview, or witnesses who come here from Alberta—

The CHAIRMAN: I never refuse anyone an interview, Mr. Woolliams, and to my knowledge I have no—just a moment. I always make a point to acknowledge any piece of correspondence I get from anybody anywhere.

Mr. WOOLLIAMS: Well I am not making any charges against you personally. I am just bringing up Mr. Steer's letter and I think this misunderstanding should be cleared up.

The CHAIRMAN: I shall interview—

Mr. WOOLLIAMS: If Mr. Morrow wants to have an interview—

The CHAIRMAN: I never refuse to see anyone. He can see me any time.

Mr. WOOLLIAMS: Well, I assure you then, Mr. Morrow should be contacted and if, as he says, it is a case of the parks residents feeling that their case has not been properly put before the Committee, then surely they should have an opportunity to set out what witnesses they want to call and whom they want to call.

● (10.00 a.m.)

The CHAIRMAN: This Committee has made a decision to hear the witnesses who have been authorized to appear before the Committee, Mr. Woolliams. We have asked every one of those to appear before the Committee. Now, those who have made subsequent requests for meeting with the Committee will be referred to the steering committee for consideration. Then this committee will have an opportunity to deal with it, but there has been no action or move of my description to shut out or prevent anyone from appearing before the Committee, as far as I am concerned personally. Now, may we proceed to consideration of item 45.

Mr. HYMMEN: Mr. Chairman, in all fairness to the Indian representative from Banff, we had Mr. Craig here earlier this week from Waterton. I do not now which group Mr. Steer is representing.

Mr. WOOLLIAMS: Well, he represents about 500 people of Banff and Jasper in reference to the legal ramifications of the matter and of the grievance itself. He is counsel. Apparently there was some suggestion made by Mr. Morrow, M.C., who is also acting on the matter, that they have witnesses who would like

to appear and hear, really, the background of the test case here in the committee, and they have not had an answer to their request. That is their complaint.

The CHAIRMAN: What is the date of the letter, Mr. Woolliams?

Mr. WOOLLIAMS: The date of this letter is June 1 and the letter begins:

I sent you under date May 24th a copy of my letter to Mr. Badanai—

The CHAIRMAN: Yes, I have a copy of the letter, and I will put it on the record. On May 26 I addressed a letter to Mr. Steer. It reads:

I wish to thank you for your letter of May 24, and your suggestion will be considered in due course. Your interest is appreciated.

Yours very truly,

That is the letter.

Mr. WOOLLIAMS: It probably could have crossed. Well maybe we can come to this conclusion in this regard. I thought it was important enough to bring it to your attention, Mr. Chairman, and I appreciate your ruling to give me the right to bring it to your attention. Has there been any decision to date that there be further hearings in western Canada, in the parks, so that these people and other witnesses could give evidence in that area.

The CHAIRMAN: No decision has been made. It will be considered by the steering committee to begin with and after their consideration a recommendation will be brought to the Committee for their consideration. That will be done sir.

Mr. DINSDALE: Mr. Chairman, just before this point is completed; you indicated that any additional applications had been referred to the steering committee for approval. Does that include the request of the Riding Mountain National Park Cottage Owners' Association?

The CHAIRMAN: All of them.

Mr. DINSDALE: Thank you very much.

Mr. BASFORD: Mr. Chairman on a question of privilege, arising out of Mr. Woolliams' remarks; I think he has made a serious reflection on the members of this Committee in drawing attention to the political persuasion of the lawyer involved. I thought that a man of Mr. Woolliams' standing at the bar—we all know he is an eminent counsel in the province of Alberta—would not have made such a reflection and I hope he would make it clear the political stripe of lawyers engaged by people involved in this controversy has absolutely nothing to do with their right to appear before this Committee or to the weight given to their appearance.

Mr. WOOLLIAMS: Mr. Chairman, with regard to that point of privilege, I do not want to get into an argument. I am not denying the belief that politics does not enter into anything or any discussion. As far as I am concerned, I have left no slight to members of the Committee. I only pointed out that Mr. Steer is an independent man. He is a counsel with reference to the people who have grievances in the parks. He stated he has written you. He stated in his letter. I did not write it. I do not know why he wrote this type of letter. Even in your reply you have said nothing. You said: "Thanks for your interest." I would like



to know what was behind his letter, what was his request? Was he refused in a nice way, certain demands?

The CHAIRMAN: His request will be considered by the steering committee which I shall call in a very short time.

Mr. WOOLLIAMS: Would you be kind enough then, to file his letter to you and make it part of the record?

The CHAIRMAN: I have no objection.

Mr. BASFORD: Well, Mr. Chairman, the steering committee has had a great many requests from different people to appear, all of which—

The CHAIRMAN: They will all be considered at the same time.

Mr. BASFORD: —all of which should be considered together and tabled together.

The CHAIRMAN: Gentlemen, I am going to ask you to consider item 45 now. Are there any questions on item 45, and then we shall pass on to item 50. Shall 45 carry?

Mr. NIELSEN: I am not a member of the Committee, but I understand questions can be put notwithstanding.

The CHAIRMAN: Quite correct.

Mr. BASFORD: Provided that everybody else has asked questions first.

Mr. NIELSEN: Here at the hearing.

Mr. BASFORD: Okay.

The CHAIRMAN: Mr. Nielsen, proceed.

Mr. NIELSEN: I do not want to usurp the position of any member of the Committee who wants to go before me. I would like to ask Mr. Côté whether a copy of the resolution of the Yukon Legislative Council passed just prior to the conclusion of their last session has been transmitted to the Minister or to the department. I speak of the resolution which makes a request that the members of council appear before this Committee to express their views on the future reforms in the administration of government within the territory.

Mr. CÔTÉ: The answer is yes, Mr. Chairman.

Mr. NIELSEN: Is it the intention of the department to take any action in that respect?

Mr. CÔTÉ: These are questions which should be directed to the Minister.

Mr. NIELSEN: Is it possible, Mr. Chairman, for the Deputy Minister to answer my questions along these lines?

Mr. CÔTÉ: No; I think what the member is asking, with due respect, is a question of the intentions of the government and I am afraid that the Deputy Minister is not in a position to answer that type of question.

Mr. NIELSEN: Would it be possible, Mr. Chairman, then, so that the views of these members can be heard through me at least to defer this aspect of the item until such time as the Minister can be with the Committee?

The CHAIRMAN: Yes, we have an opportunity on item No. 1. That item stands. It still stands and you will have an opportunity to discuss anything you wish under that item.



Mr. NIELSEN: Notwithstanding the suggestion of the Clerk of the Committee, Mr. Chairman, this item deals with administration and my submission to you, sir, and to the Committee is that since the request of the council, with respect to the views they had expressed and wish to express to the Committee through me, in the form of questions and otherwise, has to do directly with administration, I would suggest that this would be the proper item under which to discuss the matter.

The CHAIRMAN: Well, item No. 1 is not passed, and you will have an opportunity to discuss it and we will probably have the Minister present. I will try to see that the Minister will be here at the next meeting, if possible, so that you have an opportunity to question him on the particular subject to which you are referring now. There is no objection to that?

Mr. NIELSEN: On item 45?

The CHAIRMAN: On item 45? I would like to see item 45 carried, if possible. Well, if you so desire we can pass on to 50 and stand item 45. We must make some progress. We cannot wait indefinitely for each item to carry.

Mr. NIELSEN: Well, may I make this appeal to members of the Committee, and I cannot help relating it to the fact the Committee has heard representations from residents of the parks. I cannot help comparing the attitude toward the parks residents to the desire of the Committee to inform themselves on the fundamental question at issue with respect to the future form of government in the Yukon Territory. I would submit to you, Mr. Chairman, and to members of the Committee that the matter is one of far-reaching importance to the people of the Yukon, and since the Committee has decided the individual representatives should not appear I would like to be given the opportunity of expressing their views on the matter. May I suggest we pass to item 50 and come back to item 45 when the Minister can be with us. I ask the members of the Committee to go along with that suggestion.

The CHAIRMAN: I might also point out, Mr. Nielsen, something which you no doubt know. What has been referred to the Committee are the estimates. Now, there is nothing in the estimates to indicate that we should take up the matter of the administrative council of the Yukon. We actually have no right to discuss the administration of the Yukon because we have not been instructed to do so by the House. If you can secure an order from the House that this matter be discussed by our Committee, then everything will be quite in order. But I submit that it is not in order now.

Mr. NIELSEN: Mr. Chairman, with great respect, you might simply permit me to observe that this Committee is very much concerned with the administration and the government of the Yukon, as are the estimates so concerned. Very relevant, for instance, is the amount of money which is voted by Parliament and which is now being considered by the Committee under item No. 45. The manner of the disposition of the expenditure of this money is precisely the matter which I propose bringing before the Committee. For instance, it is not, with deference, the administrative council of the Yukon, it is the legislative council, with powers allotted to them under a federal statute, namely the Yukon Act. They have the power to refuse to pass any money which Parliament places at the disposition of the territorial government. So the relevancy is very real

and very direct and I would suggest to you, Mr. Chairman, with no offence intended, that it is perhaps a lack of understanding of the relationship between the federal and the territorial authorities that perhaps led you, sir, to make the observation you did a moment ago.

Mr. LIND: Mr. Chairman, could this not be left to a decision of the steering committee?

The CHAIRMAN: Yes, it could be dealt with by the steering committee.

Mr. LIND: Well, I so move, that this item be left to the discretion of the steering committee.

Mr. DINSDALE: Mr. Chairman, if I could comment on your observation with respect to the activities of this Committee. I would presume that this Committee is an extension of the committee of the whole of the House of Commons and should be able to discuss all things that we would discuss had the estimates in detail come before the House of Commons. I am sure that one of the subjects which would have come up for discussion in the House would have been the selection of administration in the Yukon territory. Do we have the same powers as the committee of the whole?

The CHAIRMAN: I am going to read the terms of reference, Mr. Dinsdale. This is the term of reference:

That, saving always the powers of the Committee of Supply in relation to the voting of public monies, the items listed in the main estimates for 1966-67, relating to the Department of Northern Affairs and National Resources (excepting Indian Affairs) be withdrawn from the Committee of Supply and referred to the standing committee on northern affairs and national resources.

That is the only authority we have, Mr. Dinsdale.

Mr. ROXBURGH: In other words, Mr. Chairman, it is only what is referred to this Committee by the House itself, that we deal with; is that not so?

The CHAIRMAN: The only things that we are concerned with are matters pertaining to what the House authorizes us to do. That is as I understand it.

Mr. NIELSEN: Mr. Chairman, the members of this Committee would not have any less freedom of discussion on these estimates than they would if we remained in the committee of the whole.

The CHAIRMAN: You have freedom of discussion. I do not think I am guilty of cutting off anyone.

Mr. NIELSEN: No, no. I am not complaining.

The CHAIRMAN: Or of preventing anyone from expressing themselves.

Mr. NIELSEN: I am suggesting though, Mr. Chairman, that this is the kind of discussion which would have been permitted in the committee of the whole. Therefore, surely it must follow that it is the kind of discussion which should be allowed by this Committee.

The CHAIRMAN: Well, now, gentlemen, I do not want to appear to be hard on anyone. I want to see this discussion conducted in a free manner, and at the same time to stay within the limits of our responsibilities in this regard. I understand Mr. Lind has made a motion. What is the motion, Mr. Lind?

Mr. LIND: I made a motion that you refer this question for consideration to the steering committee.

The CHAIRMAN: Does anyone second that motion?

Mr. DUQUET: I second the motion.

Mr. NIELSEN: What question is being referred.

Mr. LIND: Well, your question mainly is whether the Committee authorize the representative of the council of the Yukon to appear before it, is it not?

Mr. NIELSEN: No, that has been disposed of.

The CHAIRMAN: That has been disposed of.

Mr. NIELSEN: No, I do not want to appear myself at all. I want, with the tolerance of the Committee, to put certain questions concerning policy applicable to the administration of the government of the Yukon, which would be allowed in the committee of the whole and which I suggest should be allowed here.

Mr. LIND: Well, I will make a motion so that the steering committee decides whether Mr. Nielsen can appear before this Committee to put certain questions. I do not know why he did not put them when he was a member of the Committee.

The CHAIRMAN: I have arrived at a decision. I think we will let item 45 stand until the Minister is able to appear and then this matter will be dealt with to the satisfaction of all concerned. Now we will pass to item No. 50.

Mr. BASFORD: Mr. Chairman, I have one question on item 45.

The CHAIRMAN: All right.

Mr. BASFORD: Does this include the Carrothers study? Mr. Côté, does this item cover the Carrothers inquiry? I take it that is the expenses of the advisory commission on the development of government in the Northwest Territories?

Mr. CÔTÉ: Yes, sir. The item does cover \$48,000 for the expenditures of the advisory commission on the development of government in the Northwest Territories and this is to be found on page 352 of the blue book.

Mr. BASFORD: When do you expect a report from that commission?

Mr. CÔTÉ: At the moment it looks like late August, Mr. Chairman.

Mr. BASFORD: Will that report be made public?

Mr. CÔTÉ: The report will first be made to the Minister, then I think the Minister will make it public.

The CHAIRMAN: Now, gentlemen, we will pass on to item No. 50. Shall item 45 carry? Stand?

Mr. WOOLLIAMS: Mr. Chairman, I thought it was to stand?

The CHAIRMAN: Yes, I am sorry.

Mr. DINSDALE: On item 45, I had a matter which I think will have to be discussed when the Minister is before the Committee or perhaps it can be discussed under item 1. Perhaps you would give me your advice on this point. I want to discuss the future plans for the headquarters of the department of northern development. Now, could we discuss that under item 45 or under item 1 and I presume it would have to be discussed in the presence of the Minister.



Mr. CÔTÉ: Does Mr. Dinsdale mean the plans for the headquarters building in Ottawa—

Mr. DINSDALE: Yes.

Mr. CÔTÉ: —of the Department of Indian Affairs and Northern Development.

Mr. DINSDALE: Yes.

Mr. CÔTÉ: I think I am in a position to give some facts to the Committee and if matters of major policy come up, then I think the Minister might well be called upon. However, I think I can give the Committee some information if this is your wish.

Mr. DINSDALE: Well, we will pursue it as far as we can go then. In connection with the re-organization of the department, apparently it has been decided to abandon the construction of a headquarters that would be owned by the government of Canada and to proceed on a rental basis. This is a reversal of an earlier decision which had been based largely on the importance of the Northern Affairs Department and particularly its association with the resource development activity. There has been some press information on the re-organized arrangement and I understand a lease has been taken on a building for a period of six years at a cost of something like \$600,000 rental a year which would correspond in dollar value almost to the value of the building which was going to be constructed for Northern Affairs and Resources in a very strategic position on Confederation Heights. Is the information which has been given in that regard accurate?

Mr. CÔTÉ: Not entirely as reported by Mr. Dinsdale.

Mr. DINSDALE: I am depending on press reports.

Mr. CÔTÉ: Well as reported by Mr. Dinsdale of the press reports. I think could give some background to the Committee as to what has happened in that regard. In 1964, the question of centralizing the Department of Northern Affairs and National Resources into one building was brought to the fore again. There had been plans for centralizing the department in one building on Confederation Heights.

As members will realize, the department for the 13 years of its life had been spread around among 14 or 16 buildings in Ottawa which makes administration very difficult. When the matter was reviewed in 1964, it appeared then that a central building might be ready by about 1969. There was a decision taken by the Minister that it was important to centralize the building soon and sooner than that if possible. Second, that the headquarters should be close to centre town so that the department would be more accessible to members of Parliament and to the public at large. I do not know whether members realize that up to about 15 per cent, at least, of the questions asked by members of Parliament relate to the Department of Northern Affairs and National Resources, and it does make it fairly important that the headquarters should be situated toward centre town so the answers could be made available to members as promptly as possible. A question is asked sometimes at ten o'clock in the morning and some research is required in order that the answer be available to the Minister by one thirty or two o'clock in the afternoon. So, with the possibility that this main building could not be ready until 1969 or so, the department considered the possibility of renting premises in centre town, and



accordingly tenders were called as for another department, the Department of Labour, for rental accommodation. An agreement was entered into in late 1964 for the hiring of accommodation at the Centennial Towers at a rate of about \$3.75 a square foot for prime accommodation and some basement space averaging the accommodation cost at something like \$3.50 per square foot for a ten-year lease, renewable for a further period if required.

The lease provides for the lighting, heating, cleaning services to be paid for by the lessor and these costs average out, as far as I can determine, to something of the order of \$1.00 or \$1.25 per square foot per annum. So that the net cost of the lease is something of the order, for prime accommodation, of \$2.50 or so per square foot. The department of northern affairs as it was then constituted was accommodated in Centennial Towers and completely moved in by the end of July, 1965. There are longer term plans for a possible building, but within the general construction program this may not be available for many years yet. The plans so far as the Indian affairs side are concerned are that the Indian affairs branch will be accommodated in Centennial Towers, this year, on three floors immediately adjacent to the present department and they should be in occupancy by about August 15. The entire department will then be brought together.

As an administrator, I would say that the improvement in morale, the improvement in communication within the headquarters and with the remainder of the department in the field has been vastly increased because of the centralization and it is a very important factor in running the department itself. I think this gives the background, Mr. Chairman, of the decision to move into rented accommodation, the facts asked for and looking forward to what is going to happen in so far as the Indian Affairs Branch is concerned.

● (10.30 a.m.)

Mr. DINSDALE: Well, I certainly agree that centralization for a department, from the administrative standpoint, is a very desirable feature, but I am surprised to hear that the plans for the permanent building were deferred to such an extent that it would not have been available until 1969.

Mr. CÔTÉ: I think, Mr. Chairman, the construction timetable of certain public works buildings in the Ottawa area and what has occurred generally indicate that this timetable is about accurate. There will be available, I am told, on the same site, a building for another department but I do not think it will be ready until 1969 or possibly beyond.

Mr. DINSDALE: It would seem that a lot of re-organization or re-planning has gone on. I wonder if the Deputy Minister could indicate—there was considerable expenditure for architect's fees, planning had been completed, details completed—how much money was involved in the initial planning and has this been lost completely or could this be applied—

Mr. CÔTÉ: I could answer part of that. I am not primarily responsible for the architect's fees; this is a matter for the Department of Public Works. There was some planning, and not inconsiderable planning, done. The building that was designed at that time was one which was designed for the department of northern affairs as then constituted; mainly comprising northern affairs; national parks; Canadian wildlife service; historic sites; forestry branch; Canadian government travel bureau and water resources.

Mr. DINSDALE: Not the travel bureau.

Mr. CÔTÉ: Yes, sir, comprising the travel bureau, very much so. And the building then designed was to have a wing for the forestry side and another wing for remainder of the department and the Canadian government travel bureau there. The building design was on a modular basis of standard office buildings and the divisions could be adapted to any department, with the exception of those areas provided for the Canadian government travel bureau and with the exception at that time of more basement capacity for fall-out shelter. The revised architecture required that some modifications be made in the building itself particularly with regard to special space required for the travel bureau which required a lot of storage space, some printing space and docking space for vehicles, because of the tonnage of material sent out by the travel bureau every day. I think they send out something of the order of seven or eight tons of material per day to inquirers in the United States who are seeking information about travel to Canada. There would also be a printing unit in there; probably a larger printing unit than would be required for normal departmental needs but that would also serve other departments. Now, the conversion to the use of another department means that part of the design, for the travel bureau, had to be changed. Otherwise the space of forestry, or the remaining sections of the department would be pretty well standard. It would have to be tailored to another department, with its specific needs and these may change indeed, partially.

Mr. DINSDALE: I think the Deputy Minister will agree the building was going to be quite flexible and the travel bureau section was being eliminated in 1962. The point that I am concerned with is it was to be resource-oriented, a very prominent presentation, sort of reflecting the spirit of the Resources for Tomorrow Conference; that here was the great frontier in Canadian development. I hope this concept is not lost entirely to utilitarianism, if I may use that term. I wonder if the Deputy Minister could indicate, although perhaps it is impossible to do so because the old northern affairs department has been re-organized to such an extent that it seems the emphasis is no longer there. Let me put it in these terms: Are the architectural plans, and this is a dollars and cents proposition, that had been completed for such a building completely shelved. You say this has to be decided by public works. Perhaps I should put the question to public works?

Mr. CÔTÉ: It is more properly for public works, and I understand that there is another department now considered for this and for which this building is being tailored. It is a different type of department, but the general office accommodation space will be suitable. They will have special requirements also in certain areas and it is in that sort of area that the differentiation of architectural cost will come in. Furthermore, there is a time lag which members appreciate. Plans were drawn up in 1960-61 and here we are in 1966. There is a time lag and a requirement for some updating.

Mr. DINSDALE: We have received the figures on the rental cost in footage terms. What does this amount to, what is the total rental per year for the Centennial Towers building?

Mr. CÔTÉ: I have figures here which I would like to double check but it is something of the order of \$688,000 per annum.

Mr. DINSDALE: For a ten year period?

Mr. CÔTÉ: Yes.

Mr. DINSDALE: I was interested in the statement that the crux of the decision seemed to be the desirability of having the departmental building located in the heart of the city. Does the Deputy Minister agree that this was a fundamental point in re-organizing the initial plans and if so, who made that decision?

Mr. CÔTÉ: The decision was made, naturally, by the Minister.

Mr. DINSDALE: It seems to be a complex in Canada, a country of wide open spaces, to want to have everything agglomerated, as the city planners call it, in contrast to the capital city of Washington where they like to emphasize the wide open spaces in the avenues. I hope that we do not think a building located on Confederation Heights, which is accessible within minutes by modern means of transportation, is too widely dispersed. I am rather partial to the idea that particularly a department such as the Department of Northern Affairs and National Resources which is representing the huge, unsettled, underdeveloped part of Canada north of 60 would try to symbolize in its presence in the nation's capital something of this spirit and something of this magnitude. One other question—

Mr. CÔTÉ: If I might answer that, it is easy enough to say Confederation Heights is ten minutes away by modern transportation. This is correct at optimum conditions. One must not forget the five o'clock rush or the noon day rush. One must not forget that you find yourself in a position where a department which is further away has got to have at its disposal additional transportation, and with all the questions asked by members of the House, it means that we have got to be in contact with the House. We had considered the question, when it was planned to go to Confederation Heights, if we were to go there, what was to be done. Frankly, I think it would require a Volkswagen bus service shuttling back and forth, to get communications with the Minister in the House, very continuously. This can be done conveniently either by walking and it takes no longer than ten minutes now, and it is very good for the health or relying on the taxi service which is easily accessible in centre town.

I agree there are advantages in certain departments being further away. The Dominion Bureau of Statistics is an example. I think this is a place where they can work in the quiet surroundings of that area but they are not always called upon to react to questions in the House.

Mr. DINSDALE: This is an interesting line of discussion to pursue. It would be interesting to discuss this problem with other departments which have located on Confederation Heights. I trust this tremendous problem of communications might be resolved by telephone communication, or something of that kind, which might be available. The point that concerns me is that there seems to be a de-emphasizing of the importance of northern development and this is merely symbolic of what is taking place. I hope the fact the whole plan



has been converted to a ten year lease or a ten year rental proposition does not mean that northern affairs activities and emphasis are going to wither away over that ten year period and it is felt that accommodation will no longer be needed.

Mr. CÔTÉ: There is no question about some accommodation being needed in the future on a permanent basis, Mr. Chairman. There is no withering away, but I would say that the bringing together of the department in 1965 makes the department far more capable of discharging its duties in the next few years than if it had to wait another five years for accommodation. I can tell the members of the Committee that as far as I am concerned it is a very difficult business to try to administer a department spread among 13 buildings. You have copies of copies of copies and then you have to get to a branch or a section in another building. It becomes an impossible task so far as efficiency is concerned.

We are today in a far better position and getting more out of the people we have on our staff than we ever were able to do in the conditions under which we operated for the past 13 years. Personally, in another few years I shall have retired and I could not, personally, see the department continuing ad infinitum on this basis of being spread among 13 buildings.

Mr. DINSDALE: This was the reason for a crash program for a new building.

Mr. CÔTÉ: It was not a crash program. It was a program of the usual development.

Mr. DINSDALE: The problem of centralization is considerably reduced because so many functions of the old northern affairs department have now moved into other departments.

Mr. CÔTÉ: But we have added on Indian affairs, Mr. Chairman, and the department's general establishment. If you look at the department as it was it had something of the order of 4,500 positions, reduced by 250 positions with the withdrawal of water resources and the resource side. With the addition of Indian affairs it becomes a department of 7,300 people. It is doubling in size. This accents the importance of putting the department together. I do not think that the department as now constituted is likely to wither away in a very few years. There is a tendency and a desire to put increasingly on the ground, both in the north and with Indian affairs, the administration of those matters and decentralizing. This is essential and there would be eventually a reduction of personnel at headquarters but we are not looking at accommodation, Mr. Chairman, from the viewpoint of the department's headquarters own prestige, but merely the efficient administration of the department for its objective as set by Parliament and the government.

Mr. DINSDALE: That was the next question I was going to ask. Does this change indicate that it is the desire of the department to relocate its administration in the north, particularly the administration of the Northwest Territories, as quickly as possible.

Mr. CÔTÉ: Yes, sir.

Mr. DINSDALE: Any target date?



Mr. CÔTÉ: No, sir. We will first have to look at the Carrothers Report. We have been doing a lot of studying and thinking along these lines but there is no target date. A target date would be very difficult to reach at this stage.

Mr. DINSDALE: It would indicate that the department, particularly in its Ottawa location, will wither away over the next ten years.

Mr. CÔTÉ: Mr. Dinsdale is free to draw that conclusion if he so wishes.

Mr. DINSDALE: I think it would have the wholehearted support of Canadians who have become quite interested, I would say, in the prospect for northern development and particularly for increasing autonomy in the north. I am sure Mr. Nielsen would have some interest in a subject of that kind because this has been his main interest in having representatives of the Yukon council appear before this Committee.

Mr. CÔTÉ: I think members of the Committee would also be interested in realizing that 38 per cent of our strength is on the parks side. So if there is a withering away of functions it will still remain a relatively substantial department.

Mr. KINDT: Is there anything to say that the parks are going to stay intact, administered from Ottawa, for the next ten years. Certainly not by the way they are going out in the mountain area.

Mr. CÔTÉ: I would say, Mr. Chairman, that the administration is being regionalized there, too.

Mr. KINDT: It could stand a lot more.

Mr. CÔTÉ: Oh, indeed.

Mr. DINSDALE: I do not want to monopolize the discussion this morning, but I would like to put one or two other questions. I am wondering if the time has not come at the beginning of this transference of responsibility to within the territory itself, for consideration of transferring the administration of education to the Northwest Territories.

Mr. CÔTÉ: This is being considered, Mr. Chairman.

Mr. DINSDALE: I suppose this will be related to the Carrothers Report as well.

Mr. CÔTÉ: In part, yes. However, I think that members should realize the situation in the Mackenzie valley is different from an educational viewpoint from the situation as it exists in the high Arctic. The educational services for the Eskimos in the high Arctic constitute a separate problem. Communications are not easy. Settlements are a good deal smaller and there are specific problems with regard to the people there. So it should not be looked upon as a monolithic system or organization that one just moves in our out. One must take into account the people we are trying to serve and the conditions in which they find themselves.

Mr. DINSDALE: This is quite true. The north is a very vast and complex problem with regard to human resources. I think whether it is operated from Ottawa or from Fort Smith, or wherever the headquarters is located is immaterial in regard to flexibility of the program. I think you could achieve that flexibility even more readily if you were operating north of 60. Perhaps that does not require a comment.

One question concerning adult education; the adult education program which is designed to help to bridge the conflict of generations as the younger generation comes under the influence of a formal education program. What progress is being made with adult education activities?

Mr. CÔTÉ: In the course of the last year the adult education staff, the total staff, has been moving up from the two that it was 12 to 15 months ago to 12. In addition to that, in so far as the housing side is concerned on the eastern Arctic, we are enlisting the aid of C.M.H.C. because this is part of the total adult experience. We realize that this is a fact of considerable importance. We have known this all along, but you can only do so much at a time and we were dealing primarily with the education of the children. Initially, this was a crash program established from 1953 to 1955 and the construction continued beyond that, as Mr. Dinsdale will recall, was moved ahead for the children. I think, frankly, there may have been insufficient attention paid to the adult education program early enough on, but it is easy enough for us to be sitting here with hindsight and looking at it. Those who had the job at the time—

Mr. NIELSEN: Or who lived there.

Mr. CÔTÉ: But those who had the job at the time, under this crash action program of bringing schools to children and bringing knowledge to children, had to work on a series of priorities and these were the priorities selected. Now, we want to move much more heavily into the adult education field and indeed at the other end of the spectrum into kindergartens.

Mr. KINDT: What is the relationship of the move to bring education to the children, as you say, and the bringing of the children to education. I notice the policy which has been put into effect is bringing the children to the education.

Mr. CÔTÉ: Initially, as members will recall, in 1953-54, only about 15 per cent of the children of the Northwest Territories—and I am not speaking now of the Yukon which has had a more developed system than the Northwest Territories and a more compact possibility—were attending school. We could attempt to bring schooling rapidly in one of two ways. We could put a large number of small school units, a little red schoolhouse, in all the communities. We could not attract teachers to a method which was satisfactory 25 or 50 years ago. The decision was then made to start on larger centres. I think this was a logical decision because if you started with Inuvik, Yellowknife, Fort Smith to take these three areas alone, Frobisher, you then established a larger school and you brought a larger number of schoolchildren there, young children in hostels, and you would have qualified teachers who would be prepared to live there and work as a community and to give and get mutual support rather than to be isolated and lost. You could have hospital matrons there and run a show which would be good for the children and give them the best advantages as soon as possible.

You would naturally bring in the elementary schoolchildren at that time because you had no children to whom you could give secondary schooling. But as these children are going through the elementary schooling, they are getting ready and they are now very much into the secondary schooling. The construction of these larger schooling facilities which are very expensive when you move to the secondary or vocational training, then serve first to train a group of

elementary students, and during that period we are able to build them more elementary schools, not one classroom schools but a minimum of two and generally three, four or five classroom schools near their homes. This is the tendency which has been going on in the last few years. The larger centres are being converted out of the elementary area more so into the secondary, vocational and occupational schools. This means that they have changed in atmosphere; one requires nevertheless large elementary schools in those self-same centres to deal with the local children.

This is the pattern which has developed and this is how the educational system was established as quickly as it has to the point where 85 per cent of the children in the Northwest Territories are attending school. Of that number probably 70 per cent are Indian, 85 per cent are Eskimo and about 95 per cent are others.

Mr. KINDT: Are you meeting the wishes of the Eskimos and the Indians by building local schools such as you describe and then using these other hostels for higher education?

Mr. CÔTÉ: It is very much.

Mr. KINDT: It is a thing they want?

Mr. CÔTÉ: They want, like all parents, to have a part in the education of the children as distinct from the schooling. They want to have a part in the education of their young children up to 12 or thereabouts. They would like, were it feasible, as in other cases, to have a hand in education also beyond 12, and where the centres are sufficiently large they have this opportunity, if they are near to it; otherwise they cannot do it.

Mr. DINSDALE: I have to go to an Indian Affairs steering committee. We are running into this conflict again. I was going to ask some questions about the work of the industrial division and so forth but I shall be able to do that, I am sure, at a later time. I hope to get back as soon as our steering committee is completed.

The CHAIRMAN: Before you go, Mr. Dinsdale, would you agree to have item 50 carried?

● (11.00 a.m.)

Mr. NIELSEN: If you do not mind I would like to ask one or two questions relating to the Yukon.

The CHAIRMAN: Well on No. 45; we stood No. 45.

Mr. NIELSEN: This has nothing to do with the subject matter I brought up before. This has to do with roads.

The CHAIRMAN: With which?

Mr. NIELSEN: With roads. May I ask the Deputy Minister, whether the report of the Sandford Research Institute on the economics of paving the Alaska Highway—

The CHAIRMAN: Mr. Dinsdale, wait one second so we can hear Mr. Nielsen.

Mr. NIELSEN: —has yet been received, I believe it was due last October?

Mr. CÔTÉ: Yes.

Mr. NIELSEN: Is it going to be made public?

Mr. CÔTÉ: Yes.



Mr. NIELSEN: When?

Mr. CÔTÉ: Soon.

Mr. NIELSEN: Can you be any more specific than that?

Mr. CÔTÉ: Relatively soon.

The CHAIRMAN: Shall the item carry?

Mr. NIELSEN: No, if members will permit me?

The CHAIRMAN: I would just like to have Mr. Dinsdale here so that we will have a quorum.

Mr. NIELSEN: Is Mr. Dinsdale's leaving going to destroy the quorum?

The CHAIRMAN: Yes.

Mr. NIELSEN: Fine, then, just one further question.

Mr. DINSDALE: Well now, this is unfortunate.

The CHAIRMAN: Well, we will allow you latitude on the next meeting.

Mr. DINSDALE: I shall be glad when northern development is centralized in the Committee as well as in the Centennial Towers.

Mr. NIELSEN: Have there been any formal talks between the government of Canada and the government of the United States and/or the government of British Columbia with respect to fiscal participation in the paving of the highway?

Mr. CÔTÉ: I would hesitate to answer that question without looking it up but I do not think, Mr. Chairman, that there have been formal talks.

Mr. NIELSEN: The implication is that there have been informal talks. If there have been informal talks, is in the view of the Minister that we are close to agreement, fiscally, with respect to cost-sharing on the paving of the highway?

Mr. CÔTÉ: I could not answer for the Minister.

Mr. NIELSEN: Pardon?

Mr. CÔTÉ: I could not answer for the Minister.

The CHAIRMAN: I will allow the question to be asked next Tuesday when the Minister will be here.

Mr. NIELSEN: One further question. Have there been any formal or informal discussions between the government of Canada and the government of the United States and/or the governments of British Columbia and Alaska with respect to free access through the Panhandle?

Mr. CÔTÉ: I think there have been informal discussions by various people. I know that members of the House and Senate were down in Washington, and to what extent there were these sorts of informal discussions. But that is not necessarily governmental discussion, formal or informal.

Mr. NIELSEN: So as not to delay the passage of item 50, Mr. Chairman, will you permit me at a subsequent meeting when the Minister is here, to explore government policy with respect to this matter?

The CHAIRMAN: Yes, I shall. Shall item 50 carry?

Item agreed to.

The CHAIRMAN: Now we will revert to item 45. Any discussion on item 45 or do you wish to adjourn; it is eleven o'clock.



Mr. NIELSEN: If the committee would like to let it stand but I could explore another matter under this item not related to the previous matter I raised and it had to do with the tourist resources in the Klondike.

The CHAIRMAN: Thank you Mr. Dinsdale, I will excuse you. Gentlemen, is it agreed that we continue for a few moments? Well, if not, I wish to read a telegram addressed to me:

Due to late date of meeting and uncertain length of stay plus business commitments and jobs at this time of the year no councillor can find time to go to Ottawa at this time. Only alternatives council can consider are (1) committee come to Banff for hearings and (2) hearings be postponed until late fall.

It is signed by Mr. Roberge, President of the Banff Advisory Council. He was supposed to appear at our next meeting on Tuesday. Therefore, at our next meeting on Tuesday, June 14, which will be here in this room at 9.30 a.m. we will continue with the estimates and item No. 45 and I will ask the Minister to be in attendance, on that occasion.

Mr. NIELSEN: Mr. Chairman, before adjournment may I make a suggestion that the Committee consider requesting the steering committee to sit more than once a day on those days during which estimates are being discussed in the House. Members on this Committee are probably more interested in discussing northern affairs estimates. If estimates are being discussed tomorrow, for instance, we could meet. I just put that out as a suggestion to help speed up the work of the Committee.

The CHAIRMAN: I appreciate your suggestion and I will take it under consideration, Mr. Nielsen. It is a good suggestion and I shall consider it very seriously. Well now, this meeting shall—

Mr. KINDT: One other question, Mr. Chairman, which I think was dealt with before I came. It is about Mr. Patrick who was supposed to be here or in Ottawa. Has that been dealt with?

The CHAIRMAN: Yes, at our last meeting I announced, Mr. Kindt, that I received a telephone call from Mr. Patrick in Edmonton saying that he was unable to appear before this committee. He was supposed to have been here today. He will not be able to get away during the month of June, but he is willing to come some time in July. So we have to postpone and see the results.

Now, gentlemen, I want to thank you very much for attending this meeting and this meeting stands adjourned until Tuesday next at 9.30 a.m. Tuesday, June 14. Thank you very much.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

TUESDAY, JUNE 14, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

WITNESS:

*from the Department of Northern Affairs and National Resources:* Mr.  
E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy  
Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack	Mr. Horner ( <i>Jasper-</i>	Mr. Mather
Mr. Basford	<i>Edson</i> )	Mr. McKinley
Mr. Dinsdale	Mr. Howard	Mr. McWilliam
Mr. Duquet	Mr. Hymmen	Mr. Neveu
Mr. Gundlock	Mr. Laprise	*Mr. Nielsen
Mr. Habel	Mr. LeBlanc ( <i>Rimouski</i> )	Mr. Roxburgh
Mr. Haidasz	Mr. Legault	Mr. Simpson
	Mr. Lind	Mr. Southam—24.

Michael A. Measures,  
*Clerk of the Committee.*

\* Replaced Mr. Woolliams on June 9, 1966.

CORRIGENDUM

Minutes of Proceedings, June 7, 1966, *Issue No. 9*, Page 261, paragraph 3  
line 1, delete comma after "Watson".

ORDER OF REFERENCE

THURSDAY, June 9, 1966.

*Ordered*,—That the name of Mr. Nielsen be substituted for that of Mr. Woolliams on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

THURSDAY, June 14, 1966.  
(12)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Basford, Dinsdale, Duquet, Haidasz, Howard, Hymmen, LeBlanc (*Rimouski*), Legault, Lind, Mather, Nielsen, Orange, Simpson, Southam (15).

*In attendance:* from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch.

The Chairman presented the Second Report of the Subcommittee on Agenda and Procedure as follows:

Your Subcommittee met yesterday and recommends that, on the matter of national parks, the following be invited to appear before the Committee:

Mr. Walter M. Tovell,  
Chairman,  
Canadian Audubon Society;

Mr. R. C. Passmore,  
Executive Director,  
Canadian Wildlife Federation Inc.;

Mr. G. H. Steer, Q.C.  
representing  
the Chambers of Commerce of Jasper,  
Banff and Waterton.

*Agreed:* that the Second Report of the Subcommittee on Agenda and Procedure presented this day be adopted.

There was a brief discussion on item 15 of the main estimates of the Department of Northern Affairs and National Resources.

The Committee resumed consideration of item 45 of the estimates.

Mr. Côté was questioned, assisted by Messrs. Gordon and Carter.

The questioning continuing, at 11.05 a.m. the Committee adjourned to Thursday, June 16, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, June 14, 1966.

9 (9.46 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum. The first order of business. Your subcommittee on Agenda and Procedure met yesterday and recommends that on the matter of national parks the following be invited to appear before the Committee: Mr. Walter M. Tovell, chairman of the Canadian Audubon Society. Incidentally, each member of the Committee has received a copy of the Society's statement on national parks policy. Also Mr. R. C. Passmore, the Executive Director of the Canadian Wildlife Federation, and if it is agreed, the two aforementioned will be invited to appear at the same time, that is, Mr. Tovell and Mr. Passmore; also Mr. G. H. Steer, Q.C., who represents the Chambers of Commerce of the towns of Jasper, Banff and Waterton. Mr. Steer is interested in the legal rights of leaseholders and he is associated with another lawyer, Mr. William J. Morrow, Q.C.

Does the Committee agree that these people be invited? All in favour of this recommendation of the Committee?

Agreed to.

Now, gentlemen, we are going to resume consideration of item 45 of the Main Estimates of the Department of Northern Affairs and National Resources. I had hoped that the Minister would be here this morning but unfortunately he is out of the city, but he has promised me faithfully to be here next Thursday at nine-thirty. And now Mr. Basford?

Mr. BASFORD: Mr. Chairman, arising out of the Steering Committee's report which has just been adopted and the decision to have Mr. Steer here, and whom I am most anxious to hear, I would like to have laid before the Committee so that I could examine them, specimen copies of some of the leases involved in this dispute. If the department wants to blank out the names and the amounts on the leases in order to protect confidential information, that is fine with me. I have not seen an actual lease and I would like to see some of the perpetual leases and the forty-two year leases, et cetera.

The CHAIRMAN: I am going to ask Mr. Côté, the Deputy Minister, to answer that question, if I may.

Mr. E. A. CÔTÉ (*Deputy Minister*): Subject to the element of confidentiality, which I should like to look into, but at first blush I would say these are public documents. We would be prepared to table a representative series of leases, both on the residential and commercial side.

Mr. BASFORD: If you want to blank out the names and the amounts, that is fine with me; I have no objection to that. I just want to see the terms.



Mr. CÔTÉ: We will get copies for every member of the Committee. This is quite a printing job. We can do it by Xerox. We ought to get under way straight away and I would ask Miss Robillard to get that in hand immediately.

Mr. BASFORD: I asked it because, quite obviously, Mr. Steer will be talking about leases.

Mr. CÔTÉ: Right. I will get a dozen copies.

Mr. BASFORD: Do I have some questions now, Mr. Chairman?

The CHAIRMAN: Is that all, Mr. Basford?

Mr. BASFORD: No, I had some questions on item 45. Mr. Côté, in the House last week, and again probably this week, we will be passing legislation establishing the Company of Young Canadians and, listening to your evidence last week on the problems of trying to obtain employment for some of our Eskimo and Indian people and bring them into a social environment in the north, I would like to know, firstly, what role, if any, you see for the Company of Young Canadians in the north.

Mr. CÔTÉ: Well, Mr. Chairman, I would hesitate to speak for the Company of Young Canadians. I think that they have a role in the north, as they have throughout Canada. What is the specific role to be played is a difficult one for me to answer offhand. I am going to ask my colleague, Mr. Gordon, to speak to this. We have been in very close consultation with the Secretariat of the Privy Council dealing with this matter.

There is a great deal of potential among young people to help the youth in the north. There is a need, however, for knowledge and understanding about what they are dealing with. Youth often feels these things intuitively and can give a good hand. Again, one of the real problems is that our own establishment cadres are not sufficient to be able to look after a sudden influx of people coming in and you have to deal with these people. That is to say, that you have to have young people there who have specific jobs. If they are allowed to just wander about direction to the effort that they might take, then they will get blase; they will get fed up and they will not be doing the sort of job they might be doing. But with these very general comments, I might ask Mr. Gordon and possibly Mr. Carter to speak to this point.

Mr. J. H. GORDON (*Assistant Deputy Minister*): We have given this a good deal of consideration, as the Deputy Minister has said. We have had discussions with the Privy Council office and with others concerned with the role of the Company of Young Canadians.

There are some very special problems in the north, especially in the far north, because of the logistics, the need to have accommodation for these people, the problem of getting them in, and of giving them the specialized training which will make it possible for them to be most effective, particularly in the native communities.

We have filed a number of projects, within the ambit of the Department's responsibility, with the Company of Young Canadians as possible areas in which these young people might be deployed, with some suggestions concerning the

training, specifications and qualities that might be required. These are associated with such activities as, for instance, our new housing program and the whole field of community development where people outside the organizational framework can, in many cases, do a good deal more in working with the people within the communities than can people within the establishment.

We feel strongly that an important contribution can be made by the Company but we really need to know a little bit more about the way in which it will be operated, the kind of young people who will be available, their specifications and so on. We are just about at that stage of discussion with the Company, Mr. Basford, and we are hoping that an effective program, in co-operation with them can be mounted.

Now this would apply not only in the north but in other areas of the department as well. In the Indian Affairs field there is also an opportunity for deployment and for use, in the national parks and so forth. I am afraid I cannot be too specific at this time because it has not really got to the point of a firm operational plan.

Mr. BASFORD: I welcome the department's putting forward of areas in which the Company could operate and agree with the statement that you feel here is a decided role for them. Being one who has a number of friends in the U.S.O., who have learned all sorts of languages and who have gone off to India, Pakistan and Malaysia, it seems to me there is a great role for young people in the north and in the Indian communities, and I welcome the attitude of the department in also seeing that there is a role for young Canadians in doing this.

Mr. CÔTÉ: It is a prevalent attitude of young Canadians to look to the foreign missions and not enough to the home field.

Mr. ORANGE: Again with regard to the Company of Young Canadians. It seems to me that the department over the years has had difficulty filling teaching vacancies in some small communities where there is only one classroom. I am wondering if there has been any thought given to either using the Company to take on these responsibilities in places such as Lac la Mart or Jean Farie River where one year you have a teacher and the next year the school is closed because you are unable to hire a teacher. It seems to me that there might be some areas which could be considered as possible spots for the Company, such as the two communities I mentioned.

Secondly, I know the department has been talking for some time about starting kindergartens in the north and there has been difficulty in finding properly trained kindergarten teachers and so on. Again, I wonder if there has been any consideration given to using the Company in this capacity of teaching kindergarten.

Mr. CÔTÉ: Mr. Chairman, in the first case of single classroom schools, I think we should not impose on our young people a greater burden than that which more mature people cannot, in a sense, discharge. One of the problems of these single classrooms is the isolation of the teacher and we have been moving away from adding single classrooms. Two classrooms and two teachers who can lend mutual support is, we have found, much more advantageous. They tend to stay a bit longer. I would not see any objection, in a small community, to having

young people there, as well as some older people, because there is the question of isolation, the lack of communications, outside the real problems that one faces in a small community.

As regards the kindergarten, if they have the qualifications this is an admirable field for them, it seems to me. In a larger community, this is an admirable field, and we would very much welcome that.

Mr. ORANGE: There is one point here, Mr. Côté. It was my impression that the Company was not necessarily composed of young people, even though it is called the Company of Young Canadians, and I am just wondering why we keep referring to young people in these isolated communities.

Mr. CÔTÉ: Well, I think the accent is to be on youth but, admittedly, youth spreads over quite an age span. The Belgian magazine "Tin-Tin" is destined for an audience from seven to seventy-seven. This is true for the young at heart but I think the intention, to a larger extent, is to involve youth, in the physical sense more particularly.

Mr. ORANGE: Again, with regard to the one classroom school. I think the point here is that the department has these schools, they are not operational from time to time; whether or not older people or younger people are best suited for these communities, the point seems to me that here is an area in which the Company might be very valuable. I think it would be good training experience for mature members of the Company, a good opportunity not only to participate in classrooms activities but in community development in these small settlements. An example of what can happen is the case of Wrigley where a teacher in that particular community has, in the past year, brought the Indian people along to the point where he has organized a form of co-operative for shipping their furs. In the course of this one year, by shipping directly to Edmonton, he has made the Indian people enough money, over and above, to pay his own salary. This, again, I believe is a form of community development.

Mr. Côté: Yes. But I would not like necessarily to see too heavy a burden placed on a person as a teacher, to try to do community development as well.

We have had the example, Mr. Chairman, and I think Mr. Orange is aware of this, where we have been short staffed and used a teacher as a sort of northern service officer, and the burden has been so considerable that we have had to pull out this person with a general physical exhaustion problem. I think that we want to assign these tasks such as teaching, on a full-time basis as part of an integrated program of education, but we should not try to saddle them with too big a load.

Mr. GORDON: May I interject here, Mr. Chairman, that it is my understanding of the policy of the Company of Young Canadians that they would prefer not, in fact it may even be stronger than that, to deploy their people into areas where ordinary departmental establishments are created to perform certain roles. In other words, we have an establishment for a teacher, for instance, and it is my understanding that normally the Company would not wish to put one of their people into such a position. Now I agree. I think the Company would be agreeable along the lines you suggest, Mr. Orange, that where a school is vacant and provides an opportunity for a young person to



undertake activities in that area of the kind you described, but not precisely to fill the job of a teacher in the community.

Mr. ORANGE: What I am suggesting here is that there will be certain areas and there have been every year as long as I can remember—where you have been unable to locate teachers prepared to go into the one classroom school in the isolated area. I am wondering if the Company could not fill this role. I think it would be good training experience and it would be good experience for the Company.

Mr. CÔTÉ: We will certainly look at it, Mr. Chairman.

Mr. NIELSEN: They are only operating for only two or three months a year, are they not? During the summer?

Mr. CÔTÉ: Not necessarily Mr. Chairman, no. I think they might take on the two-year contract, as has been done by a number of young Canadians who have gone abroad after their university studies, such as couples going abroad, one of whom was a teacher and the other a dentist or something. This is the sort of dedication, for a period of a year or two years which, I think, is extremely important for the young people themselves and extremely important for the people with whom they are dealing.

Mr. DINSDALE: I have a supplementary question. I am wondering if the Deputy Minister could give an evaluation of the Indian-Eskimo association program that has been going on in the north for the past several years, which I think has been operating along lines similar to the proposal for the Company of Young Canadians. These have been short term assignments during summer vacation and I would presume there has been sufficient experience now to give sort of evaluation on how useful this program has been.

Mr. CÔTÉ: I would ask Mr. Gordon to speak to that, Mr. Chairman.

Mr. GORDON: This program in the north has been discontinued, so far as this department is concerned, for the last couple of years, Mr. Dinsdale. Many of these young people did very, very useful work, but one of the problems in employing these people for a period of a month and a half or two months, which was all the time that was available for them in the summer vacation, was this question of continuity and of experience in the prior training. Also, considering the brevity of the time they were spending in the community, and the fact that many of them came in without prior training of any kind, the need to have a good training and supervisory framework within which these young people could operate. I think the program was, on the whole, promising and I think some of the lessons which came out of the experience with the Indian-Eskimo association will be invaluable to us in helping us to work more constructively with the Company.

Mr. DINSDALE: I take it you are suggesting here, Mr. Gordon, that the short-term assignment is not very useful, as far as the north is concerned. Now what about university students who are available for a four-month period? Were not some university students assigned for this longer term?

Mr. GORDON: As far as the Indian-Eskimo association was concerned I think the period of time, usually, was somewhere in the vicinity of two and a half to



three months, taking out travelling time, the time required for indoctrination and prior training and the rest. I doubt that it ran much beyond that point. And even with three months or three and a half months, it is still a very short time, particularly in a native community, to go in and become familiar with the people, to build a confidence amongst the people, and then to mount a program.

With this very short period, unless the Indian-Eskimo association volunteer was directly associated within the establishment to fill a fairly specific job which, itself, has its disadvantages, the work was not carried out too well.

Some of the most effective work was done, for instance, on the Blood Indian Reserve, where these young people were used in connection with university research programs. Their jobs were fairly well defined and had the advantage of taking them into the homes of the Indians on the reserves, having discussions with them and securing the information needed in the university. They made a very good contribution in this area. Other young people mounted very successful programs in such things as camp activities, swimming lessons, things of this kind.

Mr. DINSDALE: Now are you saying, Mr. Gordon, that unless these young Canadians, who would make up the bulk of the Company of Young Canadians, have adequate orientation, they cannot serve a useful purpose in the north?

Mr. GORDON: No, sir. I say that I assume that with the tour of duty which, I understand, is to be a two-year span, there will be time for the orientation that is needed for them to be most effective.

I think a lot depends upon the qualifications, the skills and the job they are assigned to do. Obviously, certain types of jobs would require a good deal more orientation than others. It is very hard to generalize in the field.

But broadly speaking, the effectiveness with which they work in the communities, will be a function of their training and orientation. Some, of course, will come in with experience of the north and we can build directly upon this.

Mr. DINSDALE: Would you say, Mr. Gordon, that the north might be better served in this way by the older "young in heart" type of Canadian who has skills and experience and is anxious to serve in this particular way? I ask this question because, in our leisure time society, there are professional people, doctors, lawyers, social workers, etc., who are retiring at an increasingly younger age, and I know I have had queries, myself, asking for suggestions where they might engage in some sort of what you might call "extra mile" service. Now do you find that there is a role in the north for this type of Canadian who is young in heart?

Mr. GORDON: Again, it is very hard to generalize. Just speaking personally, I would not put any age limit on this and the value of maturity is certainly very important in these communities. But maturity can come at quite an early age and you can have some very erratic older people too.

Mr. DINSDALE: The CUSO organization, which has had considerable experience in this field, has, I notice, now removed all age restrictions. It seems to me that, as we gain experience in the operations of the Company of Young Canadians, the same situation might easily develop.

Mr. GORDON: We ourselves have no age restrictions, but what the policy of the Company might be, might be a different thing.

The CHAIRMAN: Are there any further questions?

Mr. NIELSEN: I had one but I will defer it, if there are any other questions on this subject, Mr. Chairman.

The CHAIRMAN: Are there any further questions on this subject of education? If not, then Mr. Nielsen.

Mr. NIELSEN: I want to shift to another subject, Mr. Chairman. It has to do with section 5 of the Yukon Act which sets forth that the governor in council may appoint an administrator to execute the office and functions of the commissioner during his absence or illness or other inability or when the office of commissioner is vacant.

As the Deputy Minister knows, the commissioner resigned and that office has been vacant since the last day of last month. We are now on the fourteenth day of June and we have no commissioner. The Minister has told the members of the Committee that it is his intention to appoint the replacement commissioner and, in the meantime, I am concerned about the validity of the acts and other administrative functions now being performed by Mr. Frank Fingland, who is holding the post of administrator until a new commissioner is appointed.

Can the Deputy Minister tell me whether there has been an Order in Council appointing an administrator? If there has not been such an Order, under what authority is the administrator, Mr. Fingland, acting?

Mr. CÔTÉ: Mr. Chairman, I think this is a fair question to ask but Mr. Nielsen need have no worry about the validity—

Mr. NIELSEN: I have no worry. I have the utmost faith in Mr. Fingland.

Mr. CÔTÉ: Under Order in Council PC 1966-813 of May 5th, 1966, Frank Boyd Fingland, executive assistant to the commissioner, was appointed as administrator to execute the office and function of the commissioner during his absence or illness or other inability or when the office of the commissioner is vacant. This was passed on May 5th, 1966.

Mr. NIELSEN: You are quoting from the Order in Council?

Mr. CÔTÉ: Indeed.

Mr. NIELSEN: That was a question I asked in the House of Commons the day before yesterday and that was the answer I wanted at that time.

Mr. CÔTÉ: Well, it is understandable that maybe the Minister or the Parliamentary Secretary did not have the Order in Council in front of him at the time, but we took the member's question as being notice and I felt this might be raised here this morning, so I had the Order in Council in front of me.

Mr. NIELSEN: My question was whether such an Order had been passed, and I am glad to see that it has. I wonder, unless other members are interested in having a copy, if the officials would send me a copy of that Order in Council.

Mr. CÔTÉ: I would be delighted to. In fact, I have a copy here which I could make available to the Member, now.

Mr. NIELSEN: Thank you.

There is just one tag end here, Mr. Chairman. The Deputy Minister undertook to make available to members of the Committee a table of comparative new road mileages constructed and the cost by the year over the last ten years. If this is available.

Mr. CÔTÉ: I hope to have that available possibly tomorrow of Thursday at the latest, Mr. Chairman.

Mr. NIELSEN: Now I have some questions concerning Motion No. 40, passed April 15th, 1966, by the Yukon Legislative Council. I am not going to ask questions in connection with government policy because the Deputy Minister has made clear that he would prefer the Minister to answer those.

I take it that the Deputy Minister is familiar with the content of the Motion that was passed by the Council. Can the Deputy Minister see any administrative difficulties or objections, from an administrative point of view, to any of the proposals that were requested by the Yukon Legislative Council in their motion of April 15th, 1966, motion No. 40, moved by Mr. Taylor, seconded by Mr. Thompson, of that Council?

Mr. CÔTÉ: Mr. Chairman, I have the motion before me. It deals primarily with questions of policy and not straight administrative matters. It requests the Minister that the Council of the Yukon Territory be known as the Yukon Legislative Assembly; that the number of the members of the Yukon Legislative Assembly be increased to fifteen, and the term of the Assembly be increased to four years; that advisory committee on finance be replaced by an executive committee of not less than five members with full executive powers in the following classes of subjects: education, territorial resources, public works, et cetera.

It sets out a whole pattern of proposals, Mr. Chairman, which are far beyond those of straight administration. It is a policy matter of considerable implications, and I would not care to comment on the administrative matter involved.

Mr. NIELSEN: Mr. Chairman, I am perfectly aware of what the content of the resolution sets forth. That was not my question. I am not directing to the Deputy Minister any questions relating to policy. I will select one example, comparing the difference between the Northwest Territories and the Yukon, so that we can direct the line of my questioning along what I feel to be perfectly legitimate lines because I feel that the Deputy Minister and his officials are here to answer questions, at least with regard to administrative functions.

In the Northwest Territories the educational function is discharged, almost in its entirety, from Ottawa. In the Yukon the administrative function with respect to education is discharged entirely within the Yukon. This is not so with respect to such matters as justice and corrections, public works, revenue and finance, forestry, and others.

What I am asking the Deputy Minister now is, can he see, for instance, whether there is any administrative difficulties—not objections, administrative difficulties—that he can see with respect to passing over the control to the territorial government, that includes the federal function in the Territories as well in the clauses of jurisdiction which have been listed in the resolution of the



Council? I will read them for the benefit of the members of the Committee: education, health and welfare, territorial resources, including land; public works; justice and corrections; revenue and finance; forestry; fisheries, and the catch-all, all residual executive administrative functions including industry and labour, controlled or performed by the federal government.

My question is directed entirely to whether the Deputy Minister sees any administrative difficulties in such a transfer.

Mr. CÔTÉ: Well, Mr. Chairman, Mr. Nielsen has asked questions about the whole package there. It does involve questions of policy. There would be some administrative problems involved in this total package, I believe. But again, I would hesitate at this juncture, to embark on this because I have a clear impression that one cannot dissociate the administrative problems that might arise from the policy implications.

There are problems, some of them may be minor, some of them major, which are related to the policies involved. I would hesitate, at this juncture, Mr. Chairman, to go into this area.

Mr. NIELSEN: Well, let me perhaps be specific, Mr. Chairman. Can the Deputy Minister see any difficulty whatsoever in the passing to the territorial government of the full jurisdiction over matters in connection with education?

Mr. CÔTÉ: Well, Mr. Chairman, the question specifically asked is one of jurisdiction. Again, this is a matter of policy.

Mr. NIELSEN: Well, let me rephrase the question. Can the Deputy Minister see any administrative difficulties in the way of the full control over educational matters being passed to the territorial government?

Mr. CÔTÉ: I am sorry, Mr. Chairman, to appear to not reply to the member but the question again he has asked is full control of education. Again, this is a policy matter.

Mr. NIELSEN: Is it not a fact, Mr. Chairman, and I put it, Mr. Deputy Minister, to you, that that control now exists under the territorial government, so that therefore there would be no administrative difficulties encountered?

Mr. CÔTÉ: I think that the territorial commissioner, under instructions from the Minister and subject to the five-year agreement, has considerable latitude. But it would be wrong to assume that the full control—and I use these words in quotations—"full control" is with the commissioner.

There are financial implications, financial agreements, matters negotiated between the territorial government and the federal government, which make it a matter of concern to the Minister because the federal government is financing, to a large extent, the territorial operations in both the Yukon and Northwest Territories.

Mr. NIELSEN: So that the wrong impression is not left with the members of the Committee and with respect, to correct the Deputy Minister, the Deputy Minister referred to the power exercised by the commissioner. I think the Deputy Minister will agree with me that in the field of education these powers are exercised by the commissioner in council, which does give the wholly elected council a part to play now.



Mr. CÔTÉ: Mr. Nielsen is correct in that.

Mr. NIELSEN: I want to extract, if I can, a few answers from this Deputy Minister.

Mr. CÔTÉ: I will try to be as co-operative as I can.

Mr. NIELSEN: Not with respect to policy, because the Minister is appearing on Thursday to answer these questions, but simply with respect to administrative difficulties. The members of the council do not want to be unreasonable, no does anyone else, I am sure.

The Deputy Minister knows that, apart from fiscal matters, the jurisdiction for the discharge of educational function in the Yukon is entirely resident in the Yukon, where it should be.

Now with respect to these other classes, public works, for instance, where engineering is shared, partly in the Yukon and partly in Ottawa, what I am asking is—to put it in a completely opposite sense rather than asking whether the Minister foresees any administrative difficulties—may I ask him if he believes it would assist in the efficiency of the discharge of the public work function if the Ottawa function were to be transferred to the Yukon, on site. Is that the eventual plan?

Mr. CÔTÉ: That is policy.

Mr. NIELSEN: No. I just specifically directed a question towards whether the Deputy Minister foresees any administrative difficulties in such a matter.

Mr. ORANGE: Mr. Chairman, may I just ask, through you to Mr. Nielsen, are you thinking in terms of the road construction program, and of putting this function completely in the hands of the Yukon council to determine (a) the location of roads, the amounts of money to be spent? Is this what you mean by the public works function?

Mr. NIELSEN: No.

Mr. ORANGE: Well, I am sorry.

Mr. NIELSEN: Again, for the benefit of the members of the Committee, the administrative function with respect to public works in the Yukon Territory and the construction and maintenance of roads, largely the maintenance in the Yukon, but construction, is split. Half of the function is discharged here and half of it, or whatever the proportion, is discharged in the Territory, and I know there is a policy to eventually, and certainly by April of 1967, when it is intended that Alaska highway maintenance be taken over by the Territorial government, shift it all.

The question I am directing to the Deputy Minister, is that, apart from policy, would it streamline administrative procedures, would it assist in cutting costs, would it be more efficient, to have these functions, such as public works and we will deal with that specifically, centralized on site in the Yukon? I know that this is eventual policy with respect to the Alaska highway. How about all roads, maintenance and construction? Not policy.

Mr. CÔTÉ: Well, Mr. Chairman, I will address myself to the question of road construction in the Yukon Territory and, in so doing, I would like to say that

am venturing here on the policy field. I do not believe that there is any real severability between administration and policy in the major questions, because it eventually becomes a question of policy concerning whether you can achieve certain savings one way or the other. While we speak of administration and policy, they blend together, they meld together at certain levels. I do not think there is that severability that is spoken of.

Now addressing myself specifically to the question of maintenance of highways, I think there is a lot of advantage to having this done on the ground. The Yukon territorial forces on road maintenance have been doing an absolutely superb job. So far as the maintenance of the Alaska highway is concerned, there are problems which relate to it, namely that the usage of this highway is eating into the capital works that have been placed there. It may be an unfair burden to place on the Yukon territorial council to pass to them, at this juncture, the segment of the Alaska highway in the Yukon without provision for capital inflow for the maintenance of the surface of this road.

Mr. NIELSEN: If the Deputy Minister will permit me, I would assume that the same transfer of fiscal ability would occur, flowing from Northern Affairs to the council as occurs when the responsibility flows from D.P.W. to D.N.A.

Mr. CÔTÉ: We are dealing here with the question of putting funds, which are raised throughout all of Canada, into a territorial area.

Mr. NIELSEN: It is part of Canada.

Mr. CÔTÉ: A part of Canada, but a specific part. It is just as though one were dealing with the raising of funds throughout all of Canada in order to maintain a road in a given province. This immediately raises problems of policy.

Mr. NIELSEN: Yes, policy. I do not want to get into this.

Mr. CÔTÉ: I think that for just straight maintenance, provided we do not put too great a capital burden on the Yukon Territory, the territorial forces can maintain that portion of the Alaska highway at its present level. But there is a lot of evaporation, if I may use that word, of the road itself, and there is a need for an inflow of capital there.

Mr. NIELSEN: From that, can I conclude that the Deputy Minister is, in effect, saying it would be desirable to centralize the administrative function and would probably result in a savings of cost and a more efficient discharge of the function?

Mr. CÔTÉ: On road maintenance only, yes. We are speaking of roads here.

Mr. NIELSEN: Yes, just roads.

Mr. CÔTÉ: And road maintenance.

Mr. NIELSEN: Would not the same apply in the field of forestry for instance?

Mr. CÔTÉ: But to conclude this question here, I think we must not forget there is the question of design of road and the injection of sufficient capital to keep a road going. We are concerned about this highway, it being, as I said earlier, evaporated partially, it is going into dust, to some extent, and we are looking at ways and means of arresting this.

Mr. NIELSEN: It is not that bad.

Mr. CÔTÉ: It is fairly considerable. There is a disappearance of measurable level on the highway every year, possibly an inch, and this hurts the infrastructure of the road very considerably.

Mr. NIELSEN: In other words, it should be paved.

Mr. CÔTÉ: I will not go into that, Mr. Chairman.

Mr. NIELSEN: Would not the same conclusion be logical with respect to the forestry function, a large part of the administration of which is now on site in the Yukon?

Mr. CÔTÉ: We are dealing here, Mr. Chairman, with the natural resources of the area, which are held in trust by the federal government.

Mr. NIELSEN: Some of them.

Mr. CÔTÉ: I think, Mr. Chairman, that you will find that all the natural resources of the Yukon—

Mr. NIELSEN: Well, I do not want to embarrass the Deputy Minister but he will agree with me that game is administered entirely in the Yukon.

Mr. CÔTÉ: The administration of game, but the game resource is held in trust by the federal government.

Mr. NIELSEN: Well, one can say that the whole resource of the Yukon is held in trust by the federal government.

Mr. CÔTÉ: Held in trust, and also within the legislative competence of the government of Canada.

Mr. NIELSEN: But, from an administrative point of view, the entire game resource is administered now, in the Yukon.

Mr. CÔTÉ: Yes.

Mr. NIELSEN: And the entire tourist resource.

Mr. CÔTÉ: Yes.

Mr. NIELSEN: Unfortunately at this stage—

Mr. CÔTÉ: No, I think, Mr. Chairman, that tourist resource is something done deliberately as part of the decentralization process towards the Yukon and they are doing a fairly good job with Bud Fisher, and Mr. Gibson in charge there. We started them off with a bit of money and this is within their capability of developing, and they are doing this extremely well.

Mr. NIELSEN: Doing an excellent job.

Mr. CÔTÉ: A very good job.

Mr. NIELSEN: I was thinking of the Klondyke, and that aside. I will not go into this aspect of it.

Mr. CÔTÉ: And I must say the member has been very helpful to us in suggestions in this connection.

Mr. NIELSEN: I am trying to restrain myself. But getting back to the administrative analysis here, the game function and the tourist function is discharged entirely in the Yukon, from an administrative point of view. Would

if not be advisable, in the interests of efficiency and cost saving, to do the same thing with the forestry resource, a large measure of which is now administered there?

Mr. CÔTÉ: Mr. Chairman, I would not like to be put in the position as a witness before this Committee to say that from, the Deputy Minister's and the federal government's viewpoint, there are not areas of decentralization. I am not saying that at all, I am saying that, on the contrary, there are areas that can be decentralized, but the pace and method is pretty difficult for me to speak on in this Committee here at this moment.

Mr. NIELSEN: On March 17th of this year, when speaking in the House of Commons at page 2845, the Minister used these words:

The Yukon Territory is in a position where it could take over completely the administration of its own affairs. Indeed, the time is not long distant when the Yukon will be another province with all the rights and privileges pertaining thereto.

I am interested in that first sentence, "The Yukon Territory is in a position where it could take over completely the administration of its own affairs." Now the Deputy Minister has got to agree with that, whether he does or not.

Mr. CÔTÉ: I would not disagree with my Minister on this.

Mr. NIELSEN: The members of the council are going to be reading these proceedings; they cannot come here, this has been decided. But in their next session they are going to be considering these matters further, and they do not want, I am sure to go ahead inconsiderately of the desires and aims of the Minister and the department. But they want to be helped to understand where these difficulties lie and, if there are insurmountable difficulties in what they have suggested, then they are likely going to reconsider their position and their requests. But if there are no such administrative difficulties—and we will get to the policy when the Minister comes on Thursday—then they will undoubtedly come to a different assessment.

I am only trying to be helpful to them and to the departmental officials in trying to bring the two views together. This is the reason I am asking these questions, so that the Deputy Minister could have another look at these classes in which the council members are interested and give some sort of general indication where, if there are difficulties, he sees them arise. Apart from fiscal and other policy matters it would be extremely helpful.

Mr. CÔTÉ: Well, Mr. Chairman, again I am not sure I can go much further than I have on the specific questions that may be asked. I try to answer but they are very generic questions.

There are a lot of advantages in having a number of the matters for which the legislative council of the Yukon has legislative jurisdiction, being passed to the Yukon. There are a lot of advantages in the executive functions being transferred on the ground. This, nevertheless, requires a staff and competence. It requires also for the federal government and the legislative council to have a clear understanding of the financial implications, the questions of taxation. When one speaks of self-government—



Mr. NIELSEN: I am not speaking of self-government.

Mr. CÔTÉ: Well, eventually leading towards that, and we are looking toward that, Mr. Chairman, and I think that the questions asked here in this motion, speaking of an executive committee, means the transference of executive authority.

Mr. NIELSEN: Yes. Yes, but I did not want to embarrass the Deputy Minister by going into this area of policy; I am steering clear of it.

Mr. CÔTÉ: Right. But precisely, when one speaks of finances and the like one speaks of taxation; one speaks of executive authority where the funds come from, and these are very difficult problems. It is tied into the administration as parliament may vote the funds to fulfill an agreement. I do not know that I can go much farther than that at the present moment, Mr. Chairman.

Mr. NIELSEN: I purposely steered clear of the fiscal questions because these are questions properly directable to the Minister. It is quite another area of debate, concerning whether it should be acceptable policy for the passing of executive powers, operating or discharged by virtue of federal fiscal support. I have not been directing this line of questioning to the Deputy Minister.

I think I am satisfied that I have obtained as much as I am going to obtain on this line of questioning with respect to this motion of the council, and I will defer to other members if they wish to question along the same lines.

The CHAIRMAN: We will have the Minister here next Thursday morning and you will be able to continue your discussion.

Mr. HOWARD: Mr. Chairman, I wonder if I could ask Mr. Côté what has happened with respect to the, as I recall it, unfulfilled provisions of Treaty VIII if that is the proper numerical designation. There was a treaty signed with respect to native Indian people ranging across Alberta, the Peace River district of British Columbia, and into the Territory. When Mrs. Fairclough was the Minister of Citizenship and Immigration, which handled Indian affairs at the time, there was a commission, of sorts, appointed to travel and listen to views of people about what were then called the unfulfilled provisions of that treaty. A report of some sort was made. The last that I recall hearing about it was that the report was under study. This has been going on for so many years now, I wonder if we could find out what is the status at the moment of that general question, the provision of Treaty VIII?

Mr. CÔTÉ: Mr. Chairman, it is one of the very complex issues affecting more particularly, the Indian affairs branch, but it affects the north territorially. There is a committee within the department examining this matter. I had hoped that, by this time, their report would be available for examination by me and the Minister, but it is not yet available. It is an extraordinarily complex issue, I think, as Mr. Howard appreciates, and it is being examined further at the moment.

Mr. HOWARD: Did I understand, sir, that there is a committee within the Department of Northern Affairs and National Resources?

Mr. CÔTÉ: I think it involves other people, the Department of Justice and others in this as well, Mr. Howard.

Mr. HOWARD: But I want to draw this distinction between the Department of Northern Affairs as it existed, prior to the change.

Mr. CÔTÉ: I speak of the Department of Northern Affairs as of January 1, 1966 or, as the House of Commons has proposed it shall be called now, the Department of Indian Affairs and Northern Development.

Mr. HOWARD: Well, all I can say is that it is a long, long standing thing. If it is possible to speed up this sort of consideration, I think it is pretty vital to the solution of many of the difficulties that involve social relationships with the native people.

There is another connected question. Perhaps Mr. Côté may not feel disposed to comment upon it because it is something with which the Minister may wish to deal, but I would like to pose it, in any event, so that there is at least an indication, for some subsequent time, that it may be dealt with. That relates to what I would call land ownership, or the hereditary title to the land in the territories.

The government on two occasions has introduced into the House a bill relating to an Indian Claims Commission, further introduction of which has been delayed because there is a desire, I gather, to enter into discussions with the native Indian people in British Columbia over their claim for hereditary ownership, the title of which has not, to my mind, been extinguished. The same situation, I would think, would prevail with respect to the Eskimo people, ranging all across the north and with respect to native Indian people also, who may not be parties to any treaties.

I would think it is going to become an extremely urgent problem and it would seem to me that, with the Minister on the one hand desiring to negotiate with a group of native Indian people in one of the provinces on what would be an identical claim, the same sort of consideration should be given to what might, if it does not clearly exist already, easily become a claim of hereditary ownership of the land, the title to which has never been extinguished by any war, treaty, purchase or other means. I wonder if Mr. Côté has any thoughts to express on that aspect?

Mr. CÔTÉ: I think, Mr. Chairman, that Mr. Howard has aptly posed the problem. I do not purport to have an answer to it at this moment. It is extraordinarily complicated. I am not sure, the claims are necessarily as extensive as the question may suggest, but I would rather not attempt at this time, without further advice, to deal with the matter. I will take it as notice and see if we cannot give some manner of reply to the member and for the meeting here.

Mr. HOWARD: If this is going to be the course followed, I would like to discover whether any discussions have been held with the people themselves about this particular question, or whether, so far, it is purely a matter of what might be called casual concern within the department. Just how far has the consideration gone?

Mr. CÔTÉ: I think it has been of casual concern to some of the people who might be involved and a matter of study and real concern to the officials of the department.

Mr. DINSDALE: I would like to ask a supplementary before I proceed to another topic, or perhaps Mr. Orange wants to pursue this one as well. In connection with the activities of the interdepartmental committee with respect to the difficulties of Treaty VIII, is there constant consultation with the Indian bands involved? How are the Indians themselves kept informed on these negotiations?

Mr. Côté: At this stage, Mr. Chairman, there is not what Mr. Dinsdale has called constant consultation with the Indian bands. We are trying to assess the situation and I feel that it is extraordinarily complicated. Then we will want to talk to the Indians and those concerned with this.

Mr. HOWARD: I wonder if I could interrupt for a second. Mr. Dinsdale, who was the minister in this department, used the word "negotiations". Are there any negotiations taking place? Is it a matter for negotiations?

Mr. CÔTÉ: There have been no negotiations at the moment, that I know of. There is, as regards the B.C. sector, a sounding of opinion I think, to which the minister referred, and this is the point to which Mr. Howard referred earlier on as regards the Indians and their unrequited claims. There is a question of consultation. There have been informal consultations with them.

Mr. HOWARD: The talks would have been in the same context as Mr. Dinsdale, with respect to Treaty VIII.

Mr. CÔTÉ: Yes.

Mr. DINSDALE: The reason I used the word "negotiation" is because it seems to me that there will be alternative solutions for the disposal of the land involved and the choice of the best alternatives is going to be partly an educational policy, our public informational policy. The Indians themselves will have to make their choice on how they are best going to resolve this difficulty.

Are they being kept abreast of the various alternatives or is a proposition going to be presented to them as a *fait accompli*? As the Deputy Minister has indicated, this is a tremendous human relations problem and, to make it possible for the band leaders to understand and comprehend the alternatives, it would seem to me advisable to keep them pretty closely in touch with the alternatives as they develop. What is being done in this regard?

Mr. CÔTÉ: There will be no question, Mr. Chairman, of a *fait accompli* being presented to the Indians. I think there is a question, certainly, of consultation and discussion with them once the question has been clarified somewhat. As Mr. Dinsdale again underlined, this is a very complex field and, as soon as we can the Indians will be brought into this.

Mr. DINSDALE: Well, I am glad to see that that is the intention. However, I think that perhaps they might have been brought in before this stage of discussion was reached because it is going to involve a lot of local consultation among the Indians in the territories in order for them to grasp the problem and to select perhaps more positive and constructive economic solutions than the immediate solutions which might appeal to the individual member of the band. I will not pursue this matter further and if there are no other comments on this point—



Mr. ORANGE: Carrying on from what Mr. Dinsdale and Mr. Howard have said, although I am not too sure whether we should be talking Indian affairs in this particular committee. With regard to the attitude of the Indian people on Treaties VIII and XI, it seems to me that there is some concern about resolving these particular treaties and I am wondering if it is the intention of the government to bring in, not necessarily the advisory councils together from the Northwest Territories because I have serious questions about the effectiveness of the advisory councils, due to the terms of reference of delegates selected, but rather to bring the chiefs and the band counsellors together as a unit, in order to sit down and discuss among themselves the implications of treaties VIII and IX.

It has been my experience in, recent months, that the various chiefs have almost no contact with each other and this is understandable when they are located from Aklavik to Fort Smith. There seems to be a universal desire on the part of the various chiefs, and I have correspondence with most of them in this regard, to meet together with their band council, in a central area, in order to discuss among themselves their own ideas with regard to the treaties. They would then be in a better position to talk to the government when it comes time to settle treaties VIII and XI and, believe me, there is a great deal of anxiety among the Indian people to settle these treaties once and for all. They recognize that their treaty rights have never been completely fulfilled and they are anxious to see these treaties resolved but, beforehand, they want to meet among themselves, an opportunity which not only the chiefs but the band counsellors have not so far had.

I go back to my earlier remark regarding the Indian advisory council which, in my own opinion and in the opinion of others, is not necessarily the best vehicle for bringing the various thoughts of the Indian people together.

Mr. BASFORD: Mr. Chairman, I am not an expert on this matter. I am lost in the estimates and I am wondering where this is in item 45.

Mr. CÔTÉ: Well, Mr. Chairman, it is primarily Indian affairs but it does affect the Indians in the northern territories. I agree with Mr. Orange that we have not, in the past, afforded all the opportunities of consultation. This is one of the very difficult matters.

In 1965 the first regional advisory councils were established and this process of consultation has begun through the 550 bands electing regional advisors and the regional advisors electing a national Indian advisory board. This process of the national Indian advisory board was begun at the first meeting in January of this year. Naturally, consultation is not perfect; it is the beginning of the process and the Minister has, I think, indicated quite clearly that this process of consultation with the Indians has got to go on and be developed. As we go on, we will have to find means of allowing the Indians themselves to meet. This is the whole purpose of having the Indians consult with one another.

Mr. HOWARD: Mr. Chairman, do these Indian advisory councils have the authority to initiate items for consideration themselves or do they deal with matters referred to them by government?



Mr. CÔTÉ: They have freedom to raise the questions they want, Mr. Chairman, but not unnaturally, a number of the issues that are coming about are seen also from the government viewpoint and the government is posing problems to them. How do they feel about this? How do they feel about that? This is the beginning of the process.

Mr. HOWARD: It was my understanding that when Mr. Tremblay was then Minister and the bare bones of this concept was developed, the idea was that the advisory councils would only deal with and make recommendations about those matters which were placed on the agenda by government and that they were to be somewhat stymied in dealing with matters which the groups themselves wanted to raise.

Mr. CÔTÉ: I would like to look at that again but I think, from what I have seen of the national Indian Advisory Board at its first meeting they discussed questions of their own motion. They may not have been very numerous but they did discuss one or two questions, as I recall it, from their own motion, on things that had been suggested to the Indian affairs branch by the Indians. Some of the programs, such as the housing program, this was put on by government initiative to get their reaction before we went ahead. The program for community development and welfare, in so far as the extension of provincial services was concerned, was put on by the government to ascertain what their views were.

The CHAIRMAN: I wish to remind the Committee that the committee on Indian affairs is about to commence next door. We have been wandering around the business of Indian affairs for the past fifteen or twenty minutes. However, we have no objections to this having been brought up, but inasmuch as we are reaching the hour of eleven and several members having indicated that they belong to other committees and must attend other committee meetings, I wonder if I may have the agreement of the Committee to allow this item to pass, without taking away the right of any member to ask questions of the minister at our next meeting on any question that may be pertinent to the item.

Mr. HOWARD: If that is the case, it does not really matter whether or not we pass it so we might just as well hold it. You never know when someone might want to raise a point of order on whether a particular item is in the specific estimate we are discussing at any given time.

Mr. DINSDALE: I was going to pursue the question of housing as my next point of interest. I am also pursuing this subject in the committee on Indian affairs. We have a divided house. The reason I wanted to bring it up here is Mr. Gordon's reference this morning to the establishment of a new housing program in northern affairs and, not having heard of this before, I wanted to get some details.

What I am trying to do in Indian affairs is to see if there is any co-ordination between the new housing program for Indians and this new housing program in the territories. But I would like to go to the committee on Indian affairs.

Mr. CÔTÉ: I would answer Mr. Dinsdale's question by saying yes, there is co-ordination that, so far as this northern housing program is concerned, this

dealing primarily with the Eskimo, commencing with the eastern Arctic, moving across the central Arctic and eventually to the Mackenzie. There will be some housing, if I recall correctly, in the Mackenzie this year, not under this vote but there will be in another two years in that area.

The housing problems are different in the eastern side of the high Arctic because, as members will know, in the high Arctic there is no possibility of using native materials such as wood, there being no wood, and the housing has to be imported from the south in prefabricated manner so as to put the Eskimo under housing in the next few years.

Mr. DINSDALE: Perhaps, Mr. Chairman, I could pursue this in Indian affairs, if there is co-ordination. The information I want to get is what change there has been from the program announced in 1961 which was supposed to house 750 families in the next twenty years. I am not aware of this new program.

Mr. Côté: This program was announced last year, Mr. Chairman, and I think the officers who are most knowledgeable about this are on the northern affairs side. I could have the information on this subject available to the Committee at the next meeting, if the gentleman so desires.

Mr. DINSDALE: Because I feel that housing is one of the basic social problems, although we all admit that a house is not necessarily a home. Before you can have a home you have got to have a roof over your head, so perhaps I can depart for the other half of this Committee.

The CHAIRMAN: Gentlemen, before you leave this room, I wish to announce again that this meeting will stand adjourned until next Thursday at 9.30 a.m.

I want to thank you very much for being in attendance. I also wish to thank the Deputy Minister and his officials for being with us this morning. Thank you very much.

Mr. LIND: Mr. Chairman, before you depart, we digressed to Indian affairs, of which committee I am not a member. Then there were some questions concerning the Northwest Territories Council and physical policy and so on which I would have liked to ask regarding the Yukon. Will we have that chance at the next meeting?

The CHAIRMAN: The Minister will be in attendance and that question will be raised.



HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 12

THURSDAY, JUNE 16, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

WITNESSES:

the Hon. Arthur Laing, Minister of Northern Affairs and National Resources; and from the *Department of Northern Affairs and National Resources*: Mr. E. A. Côté, Deputy Minister; and Mr. J. H. Gordon, Assistant Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,	Mr. Horner ( <i>Jasper-</i>	Mr. Legault,
Mr. Basford,	<i>Edson</i> ),	Mr. Lind,
Mr. Dinsdale,	Mr. Howard,	Mr. Mather,
Mr. Duquet,	Mr. Hymmen,	Mr. McKinley,
*Mr. Émard,	*Mr. Klein,	Mr. Nielsen,
Mr. Gundlock,	Mr. Laprise,	*Mr. Nixon,
Mr. Habel,	Mr. LeBlanc	Mr. Simpson,
Mr. Haidasz,	( <i>Rimouski</i> ),	Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*\*Replaced Messrs. McWilliam and Neveu on June 15, 1966.

\*Replaced Mr. Roxburgh on June 14, 1966.

## ORDERS OF REFERENCE

TUESDAY, June 14, 1966.

*Ordered*,—That the name of Mr. Nixon be substituted for that of Mr. Foxburgh on the Standing Committee on Northern Affairs and National Resources.

WEDNESDAY, June 15, 1966.

*Ordered*,—That the names of Messrs. Émard and Klein be substituted for those of Messrs. McWilliam and Neveu on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



## MINUTES OF PROCEEDINGS

THURSDAY, June 16, 1966.  
(13)

The Standing Committee on Northern Affairs and National Resources met this day at 9.43 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Dinsdale, Duquet, Habel, Haidasz, Hymmen, Klein, Laprise, LeBlanc (*Rimouski*), Legault, Lind, Mather, Nielsen, Nixon, Orange, Simpson, Southam (17).

*Also present:* Mr. Neveu, M.P.

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch.

The Chairman reported that, in accordance with the agreement at the last Committee meeting, he had written to invite the specified witnesses to appear before the Committee on the matter of national parks.

In relation to item 15 of the main estimates of the Department of Northern Affairs and National Resources, Mr. Côté tabled the following documents, copies of which were distributed to the members:

samples of leases between the Crown in right of Canada and lessees in National Parks.

The Committee resumed consideration of item 45 of the estimates, in relation to which Mr. Côté tabled the following two documents, copies of which were distributed to the members:

Northern Affairs and National Resources, Summary of mileages and expenditures on construction and maintenance of roads in the N.W.T. and the Yukon from 1958-59, map attached;

Press Release, Department of Northern Affairs and National Resources, October 21, 1965, on a housing program for the Eskimos of northern Canada.

On a motion of Mr. Lind, seconded by Mr. Nielsen,

*Resolved*,—That the idea of the Committee visiting northern Canada be considered by the Subcommittee on Agenda and Procedure.

The Minister was questioned, assisted by Messrs. Côté, Gordon and Carter.

On a motion of Mr. Nielsen, seconded by Mr. Mather,



*Resolved*,—That the following three documents, to which the Minister referred on the matter of the Yukon Territorial Council, be tabled and appended to today's Minutes of Proceedings and Evidence:

Economic Development in the Northwest Territories, heretofore Restricted, W. A. Lewis, March 21, 1966; Appendix IV;  
An untitled document on political, economic and social development of the Yukon and Northwest Territories; Appendix V;  
Extracts from Votes and Proceedings, Yukon Territorial Council, 1st Session 1966; Appendix VI.

The questioning continuing, at 11.10 a.m., the Committee adjourned on Tuesday, June 21, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, June 16, 1966.

● (9.30 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum. In accordance with the decision at our last meeting, the following have been invited by letter to appear before us on national parks: Mr. G. H. Steer, Q.C., representing the Chambers of Commerce of Jasper, Banff and Waterton; Mr. R. C. Passmore, Executive Director, Canadian Wildlife Federation, together with Mr. Walter M. Tovell, Chairman of the Canadian Audubon Society.

To speed things up and avoid having letters cross in the mail, preliminaries have been conducted by telephone. We have an indication that Mr. Passmore and Mr. Tovell, or another representative of the Canadian Audubon Society, will attend together, a week from today, next Thursday at 9.30 a.m.

Members of the Committee have received the Audubon Society's statement on National Parks policy, and will also be provided with the Canadian Wildlife Federation's brief a few days in advance of next Thursday's meeting. Study of these documents before the meeting will enable us to proceed effectively with the witnesses, to each of which I have suggested a short opening statement, or a statement, of not more than 15 minutes.

In the case of Mr. Steer, who is in Edmonton, he has advised that he will appear after a meeting he will attend tomorrow.

Today I am pleased to welcome the Minister to our proceedings.

Now, we shall resume consideration of item 45 of the main estimates of the Department of Northern Affairs and National Resources.

Mr. Côté, the Deputy Minister, has something to table and then we can proceed to questions.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Three items, Mr. Chairman, two of them dealing with item 4. It was Mr. Dinsdale who indicated he had not seen information about the northern housing program. I have copies of press releases issued on October 21, 1965, and I would be delighted to table this for the Committee's consideration.

Mr. Nielsen asked at the last meeting when the summary of millages and expenditures for the construction and maintenance of roads in the Northwest Territories and the Yukon could be available. I indicated that I hoped it would be available for this meeting and I would like to table that together with a map.

Mr. Basford, at the last meeting, asked also for types of leases issued for national parks and this is one item that is not under 45. I have had photographs made available for all members of the Committee and I would like to table these three items now Mr. Chairman.

Mr. LIND: I was due to ask a question at the end of the last meeting, as you recall, and now that Mr. Laing, our Minister is here, I was wondering, if he would give serious consideration to acquainting the Committee on northern affairs with the tremendous potential and the great developments that are taking place north of latitude 60. I am sure we should like to view, on the site, some of this fantastic expansion and, in particular the facilities provided for the people, our road building program and maybe some of the new schools and, in general, the transportation system that the people use in the north. I was wondering, if you, in your capacity as Minister, would give very serious consideration to having the members of this Committee visit, some time in the near future, parts of the area north of latitude 60?

Hon. ARTHUR LAING (*Minister of Northern Affairs and National Resources*): Mr. Chairman, I believe that I have been talking myself into something lately because I mentioned this in the House about six weeks ago. I said I was hopeful that soon we would have an opportunity of having a representative group of members of the House of Commons see the Territories. I would think that probably there are not more than half a dozen members sitting in the House of Commons who have been in the Northwest Territories and the Yukon together and probably not more than two or three sittings there today who have seen them to get a comprehension of the problems that we have there. I would think that probably one of the best investments we could make, and I indicated this about six weeks ago, would be to have a representative group of members of the House of Commons see the area in the form in which it presents its tremendous problems to anybody trying to develop it, at the \$10,000 or \$12,000 that such a trip by plane would entail would probably be one of the better investments that we could possibly make on behalf of debate in the House of Commons, and the knowledge by the people of southern Canada of the problems that confront us. However, I think, Mr. Lind, that you would have to have a motion asking that this be done. And then I think arrangements would have to be undertaken by the steering committee—although I am not sure about this—and I am sure that the expense for it would have to be approved by the House in the adoption of the Committee's report.

Mr. LIND: Well, I would be prepared to make a motion, Mr. Chairman, that the Minister consider making available to this Committee facilities to view on site some of the areas north of latitude 60 and that the necessary details be worked out by the steering committee.

Mr. NIELSEN: I second the motion.

The CHAIRMAN: I should like to suggest to the Committee that probably this matter could be dealt with by the steering committee first, which would make a recommendation as to the number that would wish to go and also the time that would have to be considered. Time is important; it could not be done immediately, certainly not while the House is sitting, I do not think; I do not know. These questions will have to be considered very, very carefully. I would suggest to the mover and seconder of this motion that they withhold any action on it until we have an opportunity for the steering committee to meet and discuss it more thoroughly.

Mr. LIND: If my seconder would agree I would turn the motion around to this: I would make a motion that the steering committee consider the idea of a trip to the north.

Mr. NIELSEN: Excellent, Mr. Chairman. I do not know how Mr. Orange feels about this, but I would be delighted to have my name removed from the roster of members of the Committee to make room for one other member of Parliament to take my place, so there will be one more person who can go along to the northern area.

The CHAIRMAN: You seconded the motion of Mr. Lind to the effect that this matter is to be considered by the steering committee?

Mr. NIELSEN: Yes.

The CHAIRMAN: There was a motion, gentlemen, all in favour?

Mr. SIMPSON: Mr. Chairman, before you vote on it—

The CHAIRMAN: Are you speaking on the motion, Mr. Simpson?

Mr. SIMPSON: I concur in this heartily, but I would like to suggest that the steering committee seriously consider trying to arrange this trip in the wintertime. I know it is more desirable for the members of the Committee to go to the Northwest Territories and maybe the high Arctic in the summer to see it at its best but as the Minister said we could possibly have a look and see the problems that we are confronted with in the Territories, and in the Arctic, and I believe that outside of the week or two of breakup and the first of freeze-up I think the problems are really confronted in the wintertime.

The CHAIRMAN: Well, I am sure the committee will be glad to consider your suggestion, Mr. Simpson. All in favour of the motion, please signify.

Motion agreed to.

Now, are you through with your questioning, Mr. Lind?

Mr. LIND: Well, we have the Minister here and my questions mostly dealt with Mr. Côté. I think it would be better if we heard about the physical policy from the Minister.

Mr. NIELSEN: Along this line of questioning, I have one area that I want to cover. I want to assure you, Mr. Chairman, that I ask these questions and make the observations I am going to make in a sense of co-operation with the Minister and with no intention whatsoever to inflict upon him my partisan beliefs, political beliefs, and I hope the reverse also holds true. The Minister will recall that he made a statement in the House of Commons on March 17, recorded at page 2845 of *Hansard*, toward the foot of the page, on the right hand side

The Yukon territory is in a position where it could take over completely the administration of its own affairs.

And then this following sentence appears, just to put it in its proper context:

Indeed the time is not long distant when the Yukon will be another province with all the rights and privileges pertaining thereto.

At our last meeting—not completely successfully—I endeavoured to obtain from the Deputy Minister an idea of what administrative difficulties might be in



the way of complying with the resolution of the last session of the Council where they asked to appear and to discuss the matters set out in that resolution which dealt with the gradual transfer of certain areas of executive control. Now, perhaps I could ask the Minister, as an opener, a very general question. Can he, for the assistance of the members of Council and the others who are interested in reforms in government there, outline in a very broad way what his views are, or what the government's plans are, to implement some kind of a blueprint for the gradual transfer of executive control, to indicate what plans are afoot for bringing together the executive and legislative function and providing in a democratic way the control of the executive by the legislative body, and what sort of target, if any the government has in mind for this process which will, of course, culminate in provincial status.

Mr. LAING: Well, Mr. Chairman, I have sent out for a copy of Hansard to which Mr. Nielsen made reference. I do not know whether this is an extract, or whether I was quoting what in my view the Prime Minister had made reference to, because he did say that the Yukon was hopeful and the government was hopeful, too. I see now that the statement is Mr. Dinsdale's statement, not mine; is that right?

Mr. NIELSEN: I am sorry, if I misquoted. I thought your name appeared at the foot of the page there, maybe it was obscured by my file.

Mr. LAING: I did not think that I had said that. This is Mr. Dinsdale's statement.

Mr. NIELSEN: The Minister has my apologies, then. I thought I was quoting him.

Mr. LAING: What I did say was, that again I want to emphasize that as rapidly as possible it is imperative for us to return as much of the government as we can to the hands of those who live in this region, which is an entirely different statement. I went on to say "I have no confidence in those who say the resources of the north should be kept in cold storage until such time as we may need them in the future." And I might say to Mr. Nielsen that it is my opinion that we have to get an economy under the feet of those people first. I have been devoting most of my time in trying to bring that about, as he knows.

I have not given any hope to the members of Council that we think they are in a position today to have extended to them the responsibilities that are envisaged by Mr. Nielsen. Indeed, I went to the Yukon just a couple of weeks ago last Saturday and asked the Council to meet me there. Four of the seven Council members did come in. Not one of them broached this matter or made any reference whatsoever to a wire that I had received from them asking to come to Ottawa. They never even mentioned it. There are considerations in their minds that I think are for other than what are indicated by Mr. Nielsen.

Mr. NIELSEN: May I draw the Minister's attention to their resolution No. 40, a resolution passed by the Council, with five members of the Council voting for it, one voting against it, and one abstaining. I read a considerable portion of the motion, with which I am sure the Minister is familiar into the record at our last committee meeting. I know the Minister has some doubts about this, but he must believe that those doubts are not substantiated. This resolution comes

from the Council themselves, expressing their desires and not mine. These are desires with which I must say I agree. I am wondering if the Minister could say whether he is in agreement with proceeding now to implement the aims which the Council has expressed the desire to achieve in that resolution of theirs?

Mr. LAING: We discussed their problems up there. As a matter of fact, out of the discussion which I had with them it was apparent they were not conversant with what was contained within the resolution that was sent to us.

Mr. NIELSEN: That is rather astounding.

Mr. LAING: That is what I thought; that was exactly my reaction.

Mr. NIELSEN: Well, I have—

Mr. LAING: I think the resolution, as a matter of fact, that was sent, arose out of a long interview that Mr. Nielsen had with Council himself over a period of days.

Mr. NIELSEN: Now, I hope the suggestion is not inherent in the Minister's statement that the resolution was mine, because this is not the case. The Council did ask me to attend their session to discuss the kind of future reform that they wanted.

Mr. LAING: And Mr. Hughes was brought in.

Mr. NIELSEN: Mr. Hughes was brought in as the legal adviser to the Territorial Government and senior legal counsel. But if the resolution did not come from Council, which I find hard to believe, then does the Minister know where it did come from?

Mr. LAING: I did not say it did not come from Council.

Mr. NIELSEN: I am sorry.

Mr. LAING: I said that Council seemed not to be conscious of what had been contained in the resolution. They did not discuss any of these things with me over a period of two hours.

Mr. NIELSEN: I can see a reason for this, Mr. Chairman. It may be as a result of the anticipation that they would be appearing before the Committee because the Minister's discussion took place with the Councillors before the motion in the House was dealt with and before the motion in Committee was dealt with where they had requested to appear. In that anticipation they may not have wanted to burden the Minister with these discussions at the time.

Motion No. 40, passed April 15, by the Council which I have before me, moved by Councillor Taylor, and seconded by Councillor Thompson sets forth—and I will not bore the Committee by reading it into the record, it is already in the record of *Hansard* for May 13—certain areas in which some members of the executive desire responsibility to be passed to them. Can the Minister say whether he is in agreement with the objectives which the Council has set forth in that resolution as being their desire?

Mr. LAING: Well, it is not feasible at this time to think in these terms.

Mr. NIELSEN: Could the Minister indicate why?

● (10.00 a.m.)

Mr. LAING: When I had a talk with the members of Council I gathered they were of that opinion, too.

Mr. NIELSEN: Can the minister say why they would vote for this, then?

Mr. LAING: I think that out of the two or three days Mr. Nielsen had with the committee, it was two separate days that he had with the Council, I think he was asked to draft a proposal by the Council, was he not?

Mr. NIELSEN: I believe the Council's request was that the senior legal adviser, or counsel for the government there, was instructed to draft a resolution and to call upon me for my assistance. As a matter of fact, my assistance had nothing to do with this resolution. As a matter of fact, the resolution which was prepared by Mr. Hughes at the one session that I had with him, I have on my file and it bears no resemblance to the resolution that they finally passed.

Mr. LAING: When I met the members of the Yukon Council there was no suggestion that they wanted to come to Ottawa at all, nor was it even mentioned.

Mr. NIELSEN: May I read the resolution, that part of the resolution dealing with their desire. Again, it was passed by the Council, voted for by the members of the Council with one exception. He voted against it because he wanted more powers; he wanted resource control and there was one abstention. It reads:

Resolved that the Minister of Northern Affairs and National Resources refer Bill C-146, an Act to Amend the Yukon Act, to the Standing Committee on Northern Affairs and National Resources in the House of Commons, to enable the Council of the Yukon Territory to present the case for the amendment inherent in or consequential to or otherwise necessary to realize the philosophy implicit in the following changes now requested of the minister.

And there follows a lengthy request for governmental reforms. I cannot conceive, Mr. Chairman, members of the Council voting for this resolution unless they knew what was in it. Indeed, I know that they did know what was in it. The reason that it was not raised during the minister's visit perhaps rests in the fact that they were anticipating appearance, but since the Minister's visit both these resolutions have been defeated.

Mr. LAING: You said you would be here to run interference for them when they came down. Is that not right?

Mr. NIELSEN: No, that is not correct.

Mr. LAING: If it is not correct, I have the minutes here.

Mr. NIELSEN: No this is not correct.

Mr. Chairman, I started out by saying that I wanted to ask this line of question of the Minister in an attempt at co-operation.

Mr. LAING: That is what you said.

Mr. NIELSEN: I am still doing that. I find it extraordinary that the Minister would believe that there would be five members of Council vote for a resolution



and he now wishes the Committee to believe that the Council members did not know what was in the resolution.

Mr. LAING: I am only speaking facts. They did not raise the matter when I spent a couple of hours with them, and they gave me an idea of a lot of other problems they have.

Mr. NIELSEN: Has the Minister given the resolution any consideration?

Mr. LAING: Not at this stage, no.

Mr. NIELSEN: Has the Minister read the resolution?

Mr. LAING: Yes.

Mr. NIELSEN: Is the government considering any policy, whatsoever, with regard to effecting governmental reform in the Yukon?

Mr. LAING: We are moving as rapidly as we possibly can to the transfer of duties to that Council.

Mr. NIELSEN: Are any such transfers being considered by the government now?

Mr. LAING: Yes.

Mr. NIELSEN: Could the Minister indicate what these are?

Mr. LAING: No, not at this stage.

Mr. NIELSEN: Would the Minister indicate whether any of the requests of the Council are being considered?

Mr. LAING: Requests of Council?

Mr. NIELSEN: As embodied in their resolution No. 40?

Mr. LAING: The resolution has been read and is being studied, of course.

Mr. NIELSEN: That was not my question, Mr. Chairman, I asked whether any of the requests of the Council as embodied in their resolution No. 40 are being considered by the government.

Mr. LAING: Considered, studied?

Mr. NIELSEN: Considered.

Mr. LAING: What is the difference?

Mr. NIELSEN: Well, Mr. Chairman, if this is going to be the attitude of the Minister, and it is certainly not one of co-operation, then there is not much point in my pursuing this line of questioning at all. I thought that there might have been some degree of friendly co-operation from the Minister in a matter as important as this, but it is not forthcoming at all. I must say it is a sad commentary, Mr. Chairman, that witness after witness after witness can be called before this Committee to testify on something like national parks, and yet when something so fundamental as democratic forms of government and the treatment of the individual is involved, elected representatives of the people of the territory do not have the opportunity and are not even given the courtesy of appearing before the Committee deciding their destiny, in the House of Commons, in order to express that kind of view. It makes me wonder about the sense of values of members of Parliament who are considering these matters.

Mr. LAING: Mr. Nielsen, that is a nice little speech, but I have read the full set of minutes here when you spent several days with the Council, and I was very astonished at your line of procedure with them. They were encouraged to



call in question every Minister of Northern Affairs they ever had starting with Mr. Alvin Hamilton whom they described as a mere teacher who knew nothing of the north. Mr. Dinsdale received a going over. You did not even defend me in the statements that were made. There was built up here a general distrust of everything that Northern Affairs and everything that the government in Ottawa and previous governments had attempted to do. You stated that this was the first time you had sat down with the Council for many years.

Mr. NIELSEN: I cannot let that statement of the minister go by the board. He knows as well as I do that I have, in the Yukon, not undermined his authority or the authority of any minister of northern affairs including him. Anything that I have ever said about the Minister of Northern Affairs whoever he might have been at the time, in the north, has been encouraging and has not been derogatory in any way, shape or form. The Minister knows this.

I did not appear before the Council at my own request; I appeared before them at their request. They wanted to speak to me; it was not the other way around. I welcomed the opportunity, when we reached the detail of what was closest to their hearts, and as the Minister knows, close to the heart of 90 per cent of the Yukon people. He knows, because I have spoken with people to whom he spoke within the last week the situation that he found there; that there is great unrest. And far from stirring anything up, which is the impression the Minister is endeavouring to leave with this Committee, quite the converse was the fact. All I am trying to do here is obtain from the minister some answers that might be helpful to the elected representatives of the people of that territory sitting on the Council in order to achieve what is closest to their hearts and which affects their destinies and certainly not any member of this Committee except myself and, perhaps, Mr. Orange.

Mr. LAING: Mr. Nielsen, your submission to Council was in two parts. One was the part dealing with the changes in jurisdiction and the assumption of greater responsibility and the second was an economic proposal.

Mr. NIELSEN: I am not speaking about economic proposals.

Mr. LAING: But I am.

Mr. NIELSEN: I did not raise it, Mr. Chairman. I was not going into this area at all now. All I was speaking about was political developments there. If the Minister does not want to co-operate in the answers to the questions I am putting to him, which are intended to obtain information—

Mr. LAING: Did you not put an economic paper before them?

Mr. NIELSEN: Yes, but I was going to get into this after we had dealt with the first compartment which is governmental reform.

Mr. LAING: Did you describe this economic paper as a paper which you had prepared for the caucus of your party, and that it had been seen by only one other person beside them, namely the leader of your party?

Mr. NIELSEN: Mr. Chairman, I am not going to get into an argument with the Minister; it is not my purpose to be antagonistic toward the Minister or toward any member of this Committee. It is my purpose only to be helpful to the people whom I represent and I hope to members of the Committee, in trying

to explain what the feelings of the people there are and what their hearts' desires are with respect to the achievement of eventual autonomy.

Mr. LAING: Mr. Chairman, I want to tell the Committee now that I was absolutely staggered by this because this happens to be—and I am talking about the economic report that Mr. Nielsen took there and stated that he had prepared it for presentation to the Conservative caucus, and that it had been adopted by his leader, seen only by his leader, and adopted by him with the exception of a reference to co-operatives which his leader could not accept because they were extremely left-wing, all co-operatives—and I want to tell the Committee—

Mr. NIELSEN: The Minister is now, Mr. Chairman, is distorting here. I have not even asked him a question or made a charge. I have not made a single charge.

The CHAIRMAN: Order.

An hon. MEMBER: Why should we have only your side of the story?

The CHAIRMAN: Order.

Mr. LAING: I want to tell the Committee—

The CHAIRMAN: I hope the Minister is answering Mr. Nielsen's question. I hope Mr. Nielsen will be good enough to allow the Minister to complete his statement.

Mr. NIELSEN: Mr. Chairman, on a point of order, I have not asked a question. The Minister is now embarking on what appears to be an attack.

The CHAIRMAN: No; I do not think you have a point of order there at all because you are trying to bring in an argument. You made your statement; you were not asking any questions, you were making statements so the Minister is answering in his own way in a statement of his own. I think it is quite proper that he should be allowed to do so.

Mr. NIELSEN: If this is the way that the Committee is going to proceed, Mr. Chairman, then you can expect a different course from me because, at the outset of my line of questioning, I indicated an eagerness to co-operate; an eagerness to be fair; certainly that is not the attitude of the Minister.

Mr. LAING: This is exactly the field into which I want to get and I want to ask Mr. Nielsen whether he thinks now what he did up there was fair? I want to tell him that I have here a copy of his presentation in full, a background paper on the political and economic development of the Yukon and Northwest Territories prepared by Mr. Nielsen and used by him in his discussions with the Yukon Council. The second part, the economic part, happens to have been, almost in total, a paper that had been prepared and marked "restricted" and presented at the Nor Con Conference.

We annually have a meeting of northern affairs people, whom we bring down here, and it is the responsibility of these people to bring new ideas and, indeed, dreams, and because of the nature of that, the papers are all marked "restricted" and are not to be taken out of the conference. Somehow, it would appear that Mr. Nielsen acquired one of these and wrote it almost word for word. Where "N.W.T." appeared, he changed that to "north" but, indeed, all of the plans—

Mr. NIELSEN: Mr. Chairman, the Minister cannot make unfounded accusations.

Mr. LAING: I want to file this; I want to table this and I think it should be printed, as a matter of fact, in the minutes because the original copy was presented by Mr. Lewis and clearly marked "restricted", at the Nor Con Conference where we invite our northern people to come down and look forward into the future and this statement of Mr. Lewis was obtained somehow and was presented up there as his preparation. He reminded them on two or three occasions that only they and one other person had ever seen this, namely the leader of his party, and he presented it as his program for economic development of the north.

We cannot go on—I do not know how we are going to have a Nor Con Conference next year if our papers are going to be taken out of the Nor Con Conference. I do not know how we can conduct ourselves in these committees properly if this sort of thing is going to continue.

Mr. NIELSEN: The minister is saying that I took the papers out of his Nor Con Conference.

Mr. LAING: I did not say you took papers out.

Mr. NIELSEN: That was the implication.

Mr. LAING: I said that papers were taken out of the Nor Con Conference.

Mr. NIELSEN: I would be delighted to have that paper filed, Mr. Chairman together with a verbatim record of the proceedings of the Council. Then perhaps, the Committee members might get an accurate idea of what took place.

Mr. LAING: Yes, this has to be tabled. I also want tabled Mr. Lewis' original paper.

The CHAIRMAN: Will someone make a motion?

Mr. NIELSEN: Mr. Chairman, I would move that the documents indicated by the Minister together with the verbatim record of the proceedings of the Yukon Council dealing with my appearance before that Council, including the resolution passed by them where they requested my appearance, together with all the sessions with Mr. Hughes, the legal counsel, be tabled.

The CHAIRMAN: Does that mean to have them printed as part of the proceedings?

Mr. NIELSEN: If the Minister wishes, and members of the Committee so wish.

Mr. LAING: Could we have the caucus paper that was distributed to the Conservative party included?

Mr. NIELSEN: The Minister is making another accusation.

Mr. LAING: I am not making an accusation. I am making a statement that you made—

Mr. NIELSEN: The Minister is making another accusation which is absolutely false. No paper has been distributed by me to the Conservative caucus dealing with northern development.

The CHAIRMAN: Gentlemen, Mr. Nielsen has moved a motion to the effect that the proceedings of the Yukon Council—is that what it was—



Mr. LAING: And the paper that Mr. Nielsen distributed to the Council.

The CHAIRMAN: And the papers that Mr. Nielsen distributed to the Council, be tabled.

Mr. NIELSEN: That includes the records of the proceedings of the Council.

The CHAIRMAN: Including the record of the proceedings of the Council. Will someone second that motion?

Mr. LAING: What I want is the copy of the paper which Mr. Nielsen distributed to the Council and which he described as having been seen by only one other person, and I also want Mr. Lewis' report to Nor Con which was marked "restricted".

Mr. MATHER: Mr. Chairman, if you are about to put the question I want to say that I intend to vote in favour of this motion very largely from the point of view that I hope it will speed up the business of this Committee and terminate the political language between the Conservative and Liberal people here. I, therefore, second the motion.

The CHAIRMAN: Those in favour of the motion, please signify?

Mr. LIND: Mr. Chairman, what papers are going to be presented now? It is my understanding of the motion that it includes the paper by Mr. Lewis which was marked "restricted" and a copy of the paper given at the caucus.

Mr. LAING: Distributed by Mr. Nielsen.

Mr. LIND: To the Council.

Mr. LAING: And the minutes of Council.

The CHAIRMAN: Is that clear now? Is it agreed?

Motion agreed to.

Mr. LAING: Only tabled.

Mr. NIELSEN: Not printed in the proceedings?

The CHAIRMAN: If it is the wish of the Committee to have them printed? The motion, Mr. Nielsen, you moved yourself, was to have them tabled.

Mr. NIELSEN: The question has been raised to have them printed. Does the committee want them printed in the proceedings?

Mr. LAING: I would certainly like to see that all members obtain the two copies to which I referred, mainly Mr. Lewis' speech to Nor Con and Mr. Nielsen's distribution to the Council.

Mr. NIELSEN: I had the impression that the motion included the printing because I felt that from my hearing of what the Minister said, that that was his desire.

Mr. LAING: Yes, I would prefer that.

The CHAIRMAN: You would prefer that they be printed? Is it agreed then that the documents in question be printed in the proceedings of the Committee? Any objections? If not, it is agreed.

Agreed to.

The CHAIRMAN: I will now call on Mr. Dinsdale, providing Mr. Nielsen is through questioning the Minister.



Mr. NIELSEN: I do not want to dominate the time of the Committee. I have many other questions to which I would like answers but obviously there is little likelihood of getting answers. Perhaps someone else would be more successful.

Mr. DINSDALE: I would like to return to the subject initially raised by Mr. Nielsen and that is the matter of increasing political autonomy for the Yukon Territory. We were sidetracked on to this economic factor, largely, I think because the Minister suggested that economic development must precede political development. I do not quite agree with that thesis, because I feel that one of the reasons for the relatively slow rate of economic development in the north has been the lack of any change up until recent years in the direction of political autonomy. I hope we can stick to the political autonomy aspect without bringing in the economic problems at this particular juncture of the questioning.

My name was dragged into this, as one of the former ministers who have been subjected to criticism by the hon. member for the Yukon Territory.

Mr. LAING: No, I did not say that.

Mr. DINSDALE: Well, I think, Mr. Chairman, the statement was made that a former ministers—

Mr. LAING: I said that the member for the Yukon did not defend any of us let alone me.

Mr. NIELSEN: Which is absolutely false.

Mr. DINSDALE: I am not objecting; as a matter of fact, I was going to defend Mr. Nielsen's right to criticize ministers. I think anyone who assumes cabinet responsibility in any respect can expect to be criticized from time to time. As Harry Truman says: "If you cannot stand the heat, stay out of the kitchen".

Mr. LAING: I do not mind that at all.

Mr. DINSDALE: Anyone who has had ministerial responsibility, of course, is aware that he becomes the object for comments that are less than laudatory from time to time. I want to endorse any criticism that was directed at me by the member for the Yukon and, I am sure, that any member for the Northwest Territories would have the same viewpoint, for the neglect of this problem of promoting greater political autonomy. Any excursions that I made into the north I found this was the great problem that constantly confronted me as a minister and because there has been such a long tradition of colonialism in the north it seems to be difficult to break this tradition, both in the Yukon and the Northwest Territories. We did anticipate, when the northern development program was launched, that there would be an acceleration of this process and I think this is what Mr. Nielsen is trying to get at.

I would just like to ask questions on a specific point here as a result of comments that have been made recently, not by the Council but by the Commissioner who is the key person in the present set-up in the Yukon Territory, and has considerable responsibility as liaison between Ottawa and the government of the Yukon Territory. We thought that appointing a local man for the first time since the gold rush days, a man who had the confidence of the

people of the Yukon, would accelerate this process toward more local autonomy. Unfortunately, the Commissioner appointed has retired and in his retirement he has underscored some of the comments or points that Mr. Nielsen has been endeavouring to make. He has said, for example, that the trouble with his last job—that is, Commissioner of the Yukon Territory—is that it is difficult to drive a horse when the reins are 4,000 miles long. By the time you give the horse the signal, he has passed the turn. This is why I say political autonomy is a more important issue than economic development. It might be a case of which comes first, the chicken or the egg. I definitely feel that if the Yukoners had more local control they would be much more enthusiastic.

The former Commissioner makes similar strong statements, he says, and this is a direct quotation: "The Yukon government has reached stagnation." Now, obviously if the Minister meets with the Council and they make no reference at all to this important subject of greater autonomy, they must have lost all hope because this is a vital issue in the north and I was staggered to hear the Minister say that there was no reference made at all to this resolution that had been passed. It underscores the words of the Commissioner that the Yukon government has reached stagnation.

Finally, he goes beyond the government and says, "Today the people of the Yukon are fed up; they feel they must have more control of their own destiny and soon." Now, that is the former commissioner who was a Yukoner for 25 years, and during his term of office was exceedingly well received by the local population, and I would hope by Ottawa as well. He has pinpointed this fundamental issue that Mr. Nielsen has tried to bring before this Committee today, and it is the issue upon which I was criticized most forcibly by Mr. Nielsen and he had every right to criticize the Minister. I hope Mr. Cameron, the former commissioner's successor, is going to be a local Yukoner; otherwise the situation to which he referred is going to be intensified.

I would draw the Minister's attention to a statement which was made in Toronto yesterday by the Minister without Portfolio. Mr. Turner made a very important statement which was commented on in "Preview Commentary" on the CBC this morning. He commented on one of the problems in the modern state and, perhaps, this applies to the northern areas of Canada more than it does to the provinces and to the other areas of political life because, as Prime Minister St. Laurent said when the Northern Affairs Department was first set up, Canada had governed the north in a state of absent mindedness"; we had not accepted our responsibilities nor had it become an integral part of the Canadian body politic. Mr. Turner, reinforcing this viewpoint yesterday said that too much planning superimposed from above—I am paraphrasing now—dulls and deadens the processes of democracy at the local level. I think he was quoting the recent experience in Quebec as a shining example of what happens when economic planning gets out of touch with political reality. I think this is the basic problem in both the Yukon and the Northwest Territories and I think this is the problem Mr. Nielsen is endeavouring to bring before this Committee.

I was disappointed that we were not going to be able to meet with the Councilors because even though they did not bring this up with the Minister

when he met them in their home territory, I am sure they would have brought it before this Committee if they had the opportunity.

I have one specific question. Are we going to continue the tradition of appointing a Commissioner from the territory itself, a man who has had local government experience, as the important step toward this very necessary development of greater local autonomy?

● (10.30 a.m.)

Mr. LAING: Mr. Chairman, Mr. Dinsdale has been dealing with a matter which is the first confrontation of any minister in this post, and that is to really get more government on the ground. I said that would be my objective when I went up there. We have done, in the short three years we have been here, more in this direction than has ever been done before, and I think he would be the first to admit this. We have extended, in the Northwest Territories, the franchise to that great group of people who never had the right to vote for their Council at all. When the new Northwest Territories bill was passed and Mr. Dinsdale was discussing the entire north, there was a provision there for the setting up of three new constituencies and the Commissioner of the Northwest Territories has called a by-election to fill those three posts at once. The council will not be convened until those three additional areas are represented and that will be in October. We have taken care, I think, of the worst blot that we have had on our escutcheon ever, that people living in an area were not privileged to vote for representatives. We did a second thing. We appointed the Carrothers Commission, and our attitude at the present time is to wait and see in respect of both the Northwest Territories and the Yukon because of the impending Carrothers Commission Report. Dr. Carrothers and two other Commissioners were appointed. I have watched the energy and the enthusiasm with which they have acted and we are expecting a rather momentous report. I think it is going to be a very important stage in the development of the north when that report comes down. They were asked to look into the type of government we might have in the north in the future. This is the whole basis of it and I think we would be acting very wrongly and indeed insulting that commission if we made great changes in either the Northwest Territories or the Yukon bills at that time.

We expect that report in August or September at the latest and I can give you my undertaking that if I am in this post it will be studied immediately and as much action as is within the capacity of the government, and decided by the government as proper action, will be taken on it at the earliest possible moment. This is why we set the commission up, to tell us what should be done in respect of government in the two territories. This is the reason why we have—

Mr. NIELSEN: Mr. Chairman, I may have a misunderstanding of the term of reference of the Carrothers Commission. Do the terms of reference of the Carrothers Commission include an assessment of the political development of the Yukon as well as of the Northwest Territories?

Mr. LAING: I did not say that. I said that it would certainly have application to the Yukon. What they tell us there will have application to the Yukon. The



Yukon development is further ahead. It was an area that was populated much sooner and had leadership in days gone by, and in the very early days; but nevertheless, what we find in respect of the Northwest Territories will have great application to the Yukon as well, in our view. Therefore, I think, in the three years I have been here, we have made a very great deal of progress along the lines that Mr. Dinsdale has been suggesting.

Mr. DINSDALE: Those comments are very interesting, but it is not the question that I raised. As I pointed out, we were talking about the Yukon territory and not the Northwest Territories.

Mr. LAING: You were talking about the north; you spoke about the north.

Mr. DINSDALE: I indicated the similar desire for local autonomy.

Mr. LAING: Yes, and I related the report we are going to obtain on the Northwest Territories to the Yukon.

Mr. DINSDALE: I agree there has been a major breakthrough in terms of the franchise at least. This was a shocking situation that persisted. We had Canadians who were not entitled to the basic right of people in a democratic society and that is the right to vote. It came about because of the pressure and the criticism of the hon. member for the Yukon who several years ago, as I remember, put forward private members resolutions that all the people of the north have the right to vote. He achieved a major breakthrough in 1962 when the Eskimos were given the right to vote and back in 1959, of course, when the Indians were given the right to vote. He has another objective and I hope the Minister is taking this into consideration. He also recommended that there be senatorial representation for the Yukon and the Northwest Territories. I think this would be a major breakthrough and if it were under consideration, then it would be possible to appoint representatives from either the Indian or the Eskimo group who constitute a large percentage of the population in the Yukon and the Northwest Territories respectively. It would be possible to appoint a spokesman to Parliament in preparation for the day when they themselves could find a seat in the House through the electoral process. This is very important, but it is beside the specific problem and that is the request of the members of the Yukon Council to be heard, which has been turned down by this Committee, and also the comments of the Commissioner of the Yukon Mr. Gordon Cameron, recently retired, who indicates the time is long past due for achieving a major breakthrough and to quote his words, speaking of the people of the Yukon they feel they must have more control of their own destiny and soon.

Because he has spoken out in this way, I hope you are not going to reverse this trend of having a local man on the job, because I think it is the responsibility of a Yukoner to speak out and express the needs of his own territory. I trust that, notwithstanding his strong words which I think represent the true feeling of the north, the tradition that has been established—which was a major breakthrough—in preparation for gradual assumption of the executive powers of government will not be departed from. I trust Mr. Cameron's successor will be a man of similar stature and independence of thought. This is the point I wanted to make. I know the Minister cannot answer that question, but I just put it before the Committee and the Minister as a very important



tradition to maintain at this critical juncture in the development of the Yukon Territory.

Mr. LAING: I made the statement the other day in answer to a question in the House that the Commissioner when appointed will have his name announced in the House. I cannot say anything more than that. I do want to tell you we did discuss the matters with the four Council members who appeared and I was rather surprised to know that there was very little if any liaison between the Commissioner and the members of the Council.

Mr. NIELSEN: There never has been.

Mr. LAING: Well, there must be, in my view. I cannot understand why the Commissioner does not sit with the Council and does not discuss with the Council the drafting of a program for their session and indeed be with them and guide them in their thinking when the session is under way. There is no contact between the commissioner and the Council whatsoever. I would hope that we can give a measure of direction to the new Commissioner that he do co-operate with the Council, sit with them, counsel them and indeed work with them and listen to their representations.

Mr. NIELSEN: Mr. Chairman, perhaps I can explain in a few brief words why this has happened. I know it is difficult for the Minister and anyone who is in the Department to appreciate why this has happened and it is even more difficult for members of the Committee. It is because the Commissioner is a member of the government, taking his instructions from the Minister and from the Department.

Mr. LAING: He is not a member of the government.

Mr. NIELSEN: He is paid by the government and while he is not a civil servant, he is by virtue of the terms of the Yukon Act, instructed by the Minister or the governor in council, from time to time. In other words, he is not an elected representative of the people which Mr. Gordon Cameron says should be. Over 60 years, because of this, this situation has existed and you have developed in the Council, which is a wholly elected body, representing the people of the Yukon, a permanent opposition. They have been placed in the position of being constant critics so that you have a legislative function being performed 100 per cent in the nature of an opposition constantly opposed to government policies which filter down through the Commissioner. This is precisely what Mr. Cameron was getting at and what the members of Council are getting at in their resolution, and what I have been trying to get at and do. I think, in my remarks when we debated the bill. This situation has to be changed.

It will not help to have the Commissioner sit with Council. It is repugnant to the democratic machinery to have the Clerk of the Privy Council, for instance, sitting in Parliament. This is the situation that would be suggested by having the Commissioner sit with council. The Council has to be given some control over the executive. They have to be given some fiscal control. It is entirely undemocratic, if not illogical, to expect the Council to impose taxes on their people who send them there to represent them, and then deny them the

right to spend the money that they raised by those revenues. This is what sticks in their craws.

Mr. LAING: All I can say is that we will endeavour, when the new appointment is made, to see that this attitude of isolation and severance is overcome.

Mr. ORANGE: Mr. Chairman, I wanted to stay away from some of these discussions not because of any partisanship or the fact that I am not in sympathy with the desire of the people to have greater autonomy. However, I felt, in view of my recent association with both the Department of Northern Affairs and holding a comparable position in government in many respects to the former commissioner of the Yukon, although not quite with the responsibility. There are two or three things I would like to comment on, and probably the easiest one is with reference to Mr. Dinsdale's remarks regarding Senate representation.

I am not only in sympathy with the suggestion, but I think it is something that is reasonably important to people of the north that we do have Senate representation both from the Yukon Territory and the Northwest Territories. I would imagine that Mr. Nielsen, when he first brought up this subject, received much the same sort of answer that I have and that is it is related to the British North America Act and requires an amendment to the act.

Mr. NIELSEN: Which can be made by the House of Commons.

Mr. ORANGE: I am told this may require consultation with the provinces. Whether or not this is the case, I do not know. I must accept the explanation given to me. This does not lessen our desire to see Senate representation, so in this particular area I think we are in agreement. The remarks regarding local autonomy and greater autonomy for the people of the north, I think, are fairly valid ones. I must speak again for the Northwest Territories as I am not familiar with the Yukon. I have had the privilege of visiting the Yukon, but I am not knowledgeable of the views of the people there, however I know there is much greater desire and more anxiety in the Yukon than possibly there is in the Northwest Territories at this stage. One of the very important factors as far as the Northwest Territories is concerned, is the fact that the Commissioner lives and works in Ottawa.

I think the present Commissioner of the Northwest Territories, because he is divorced completely from the operation of the Department of Northern Affairs has spent more time visiting and travelling throughout the north than any other commissioner has before.

I said last week in the north in a radio interview, and also when I was making a report to some of my people, that my own personal centennial project was to greet the resident Commissioner of the Northwest Territories on July 1, 1967 in the capital of the Northwest Territories wherever that may be. I think this is an urgent matter that must be looked upon by the Department. I know the Minister has already said that he will see that the next Commissioner of the Northwest Territories, following the retirement of Mr. Sivertz will be a resident commissioner. I think this is a commitment and one which the people in the Northwest Territories are most anxious to see happen.

They are waiting for the results of the Carrothers Commission with great interest, and I might suggest, anxiety, because there is a feeling in the north that we want more say in the problems relating to our day to day activities. I hope that within the framework of the department, there are plans under way now to transfer as many functions as possible which are now carried out on a federal level, but which are territorial in nature and which can be transferred over with a great degree of speed. I think these are obvious and I am thinking of such matters as road maintenance, possibly welfare services education and so on.

I think we also might bring out the fact that as far as the Northwest Territories are concerned, there is a recognition of a federal involvement in the Northwest Territories; that while we would like to be masters of our own destiny, until our economic growth reaches a particular level where we are, I will not say fully self supporting, but possibly in a better state than we are now, that many of the major capital projects must continue to be planned and implemented through the federal government. Once these projects are paid for through federal funds, they can become the responsibility of the territorial government to maintain and this brings us to another area in terms of financial arrangements which I think I would like to speak on at another time.

I just wanted to say a few words for the reasons I stated at the beginning I felt that I should be apart from some of these discussions, however I would like to go on record as saying that in terms of political autonomy for people living in the Northwest Territories and the Yukon Territory, I am hoping the government is giving serious consideration to the transfer of functions which can become the responsibility of the Territorial Council, the Commissioner and that these will be brought forth in some form of blueprint which will meet what appear to me to be expressed desires of not only the people living there, but of the elected representatives.

The CHAIRMAN: Are there any further questions. Would you like to make some comments on Mr. Orange's remarks.

Mr. LAING: Well, Mr. Orange has suggested that we should move as rapidly as we possibly can and he referred to those functions which the Councils of the Territories can undertake. I want to assure him that that is our policy exactly.

Mr. ORANGE: In referring to political autonomy, I have several questions and I am just wondering, in view of the time that Mr. Dinsdale, Mr. Nielsen and I have taken up in this committee, if other members might like to ask some questions. I will be happy to defer, but there are many things here that I would still like to discuss.

The CHAIRMAN: Does any other member wish to ask the Minister any questions. If not, you may proceed Mr. Orange.

Mr. ORANGE: I am speaking again with a fresh point of view, because I have just returned from 10 days in certain parts of the north. One of the areas of concern that has been discussed by many people is not with regard to the amalgamation of the Indian Affairs Branch and the Northern Administration Branch in the Territories, because I think this has been accepted, particularly by the Indian people with whom I have talked, as being a major step forward.



One of the difficulties that all of us encountered when we were working in the Northwest Territories was the bastardization of services available to people of different ethnic groups. For example, and for the information of the Committee members, the Northern Administration Branch were responsible for welfare services to the Eskimo people. The Indian Affairs Branch were responsible for welfare services to the Indian people and the territorial government were responsible for welfare services to—this terrible term, others. I believe this is a major step forward in bringing a standardization of policies and procedures to the administration of government in the Northwest Territories.

However, one particular area that concerns me very much, is this question of social welfare services. It is not a matter of policy, but it is a matter of carrying out the policy. Again I speak from firsthand experience and would like to point out that while the department and the territorial government have programs which can meet the requirements of people living in the north, they do not have the resources to carry out these programs. This is not a matter of not having positions or the potential people available. It is a fact that the department has been unable to hire welfare workers, social workers, welfare officers, and so on, to administer social assistance. With the addition of the Indian people to the responsibility of the staff of the Northern Administration Branch, you have a situation that I am very much concerned with, because I believe that there will be a general lowering of welfare administration because of the lack of staff. I blame this not on the department but, on the problems facing the social work profession and the salaries paid to social workers. In other words, the Civil Service Commission of Canada is not ready and not prepared to pay an adequate salary, so the Department can go out and attract social workers into the north.

I know there have been several proposals in the past whereby there might be a lowering of standards and rather than hiring fully trained social workers, you might follow the practices of some of the provinces where they hire people with degrees. I think we could use an example of what could happen in using the Yellowknife region where there are two social workers on strength at the present time and with the addition of the Indian population, their work load will have increased by 60 per cent without any additional staff. I am not asking the Minister, I am urging the Minister through his departmental staff to load up every barrel and every gun to say to the Civil Service Commission: "This is an urgent matter and something must be done immediately in order that social workers can be brought into the north". There is a possibility of social workers being hired by the territorial government. This is a suggestion, that welfare services could become the responsibility of the territorial government, so this lengthy, cumbersome procedure of hiring people—and I will not go into the examples that I am familiar with now—might be overcome. As we used to say, when you find a live one you can hire him right on the spot rather than wait for three, five or six months to go through all the tedious routines which government employees now must go through, in order to join the ranks of the federal civil service.

Mr. CÔRÉ: I think the point made by Mr. Orange has a good deal of validity. I think that by bringing these services together, in the Mackenzie, we



will be in a better position to serve the total population by having these services concentrated and dealt with in one group. I am a bit concerned by his suggestion that one could go out through the territorial service and hire additional people. I think we have to keep this effort rather concentrated and as soon as an opportunity comes about to make this available in one package on the ground.

The recent salary revisions for social workers has shown some modest improvement. The range is better than it was and in the upper ranges it tends to be competitive. In the lower ranges it is not competitive yet. We have a serious position, as far as social workers and welfare workers are concerned. As regards professional workers in the welfare division. At the moment, there are nine professionals on the establishment and two positions are not filled which leaves a vacancy rate of about 28 per cent. In the Arctic division there are 16 positions and five vacancies, which makes this a vacancy rate of 45 per cent. In the Mackenzie district, it is worse still. There are 26 positions and a vacancy of nine positions for a vacancy rate of 53 per cent.

Mr. ORANGE: Excuse me Mr. Côté, I would assume included in your figures are the community or the untrained social worker?

Mr. CÔTÉ: These are the professionals. Therefore, of the total number of 51 positions, there are 16 vacant for a vacancy rate of 45 per cent. We have been trying, I have personally tried on occasions to interest social workers, and I do get the reply that when you pay a rate that is competitive, you are more likely to get my services in that area. It is a real problem and we are in communication with the Commission about this and we will be pursuing it quite actively, the hon. member may be assured.

Mr. ORANGE: I think this is an urgent matter, as I said earlier, particularly with the amalgamation of the services.

The CHAIRMAN: Are there any further questions gentlemen? Mr. Nielsen.

Mr. NIELSEN: I can carry on, Mr. Chairman, but it is one minute to eleven now.

Mr. SIMPSON: I would like to pose one question to the Minister. It may be a bit hypothetical, but I am particularly interested in this planned housing program under Northern Affairs in relation to the Eskimo population. I would like to relate this to the planned inclusion of the Indian Affairs branch with the Department of Northern Affairs when this officially takes place. I understand, at the present time, Indian affairs is still in conjunction with the Department of Citizenship and Immigration. It is indicated that housing in the Northwest Territories-Mackenzie District will be carried on in collaboration with the Department of Citizenship and Immigration. I understand, as Mr. Nielsen says, the order in council has already been passed; therefore, it is no longer hypothetical. I was wondering if the Minister can state, now that the two departments have been combined, if the situation with regard to Indian housing within the provinces will be more or less identical with the policy of housing for Eskimo people which is now in effect in so far as the Eskimo people in the Northwest Territories are concerned. I am quite familiar with the policy which as been followed by the Indian affairs branch in the past with regard to the

very necessary housing which is required on all Indian reservations and I have never felt that it was equal to that which was provided for Eskimo people under Northern Affairs. Can the Minister give us some indication of whether these two policies will now be on a more or less equal basis since the Indian affairs branch is under Northern Affairs?

Mr. LAING: My officials tell me, Mr. Simpson, that the biggest change we have made recently—and I think we made it first in reference to the Eskimos—is that we adopted the principle that we were going to see that these people were housed. In other words, we based it on need rather than ability to pay. That same criterion will be applied in the case of Indian housing. We are going to, however, in all cases where people, whether Indian or Eskimo go in these houses, have the ability to pay, to try and collect. I think we should do that, too. These are qualities in the high north which make a distinct variation from the Indian housing in that we have to supply facilities in the north and I am speaking now about heating in the way of oil and so on, to the Eskimo people. We are not and have not been doing this in southern Canada with the Indian people. I guess it is a case of firewood still which they are expected to provide themselves although I found some community provision of firewood in some of the Indian settlements now and I think we are involved in that as well. But, the largest breakthrough, and some people may well be critical of it, is that we are providing housing for people who cannot pay anything. This is the major change and it applies in both instances. The difference arises largely out of the difference in the territory. We are dealing with an area where there is wood available in southern Canada, the provinces and the Indian settlements and in the high Arctic you have nothing on the ground at all.

Mr. SIMPSON: Well, in most instances that is possibly correct but I am referring, particularly, to a place such as Churchill. As far as weather conditions are concerned, I think anyone who has been in the north would agree with me that weather conditions in Churchill and the lack of fuel supply in the form of wood, are relative to any part of the high Arctic. In fact, I think, in some places the weather conditions in Churchill in the winter are worse than the high Arctic.

Mr. LAING: I have described your riding as having the worst weather in Canada, if that would please you.

Mr. SIMPSON: Well, it would not please me fully because I am speaking mainly of the people living in the Churchill area. In other parts of the constituency there is a fairly good supply of timber. However, at Churchill, the housing—now I am possibly getting into things which should be brought up under Indian affairs—

Mr. LAING: I think at this point, seeing that you have raised the matter, I would like Mr. Côté or Mr. Gordon to explain the differences.

Mr. SIMPSON: I would just like to say one or two more things. The housing supplied to the Indian people of Churchill is a shelter to an extent but that is all you can call it. Certainly it is not comparable in any way with the housing supplied to the Eskimo people at Akudlik and the housing supplied to Indian people at Camp Ten adjacent to Churchill. It has to be seen to be appreciated

by the Committee. It will break the wind but that is about all. The housing provided to the Eskimo people is quite comfortable. I think they should have it; I agree they should have it. I have never been able to see why the Indian people have to live in plywood shacks, whereas we have the Eskimo people living at Akudlik in very comfortable surroundings.

Mr. J. H. GORDON (*Assistant Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, on the questions raised by Mr. Simpson, I would like to say first of all that the housing supplied to the Eskimos in the town of Churchill, the housing to which you are referring, was built some time ago at the initial stages of the northern administration branch's housing program. This was before my time with the Department but I am given to understand it was experimental in character and if you happen to accompany the party into the high Arctic, I think you will find, sir, a much closer correspondence between the housing supplied subsequent to this time for Eskimos now, and those which are normally supplied across Canada on Indian reserves.

Now, the standards for family size dwellings under the two programs in Indian affairs and in northern administration, in so far as the square footage of the house is concerned, and having regard to the difference in the environment and the different kind of exteriors which have to be used and so on, the degree of insulation, for instance, although the same kind of insulation is certainly required in your riding, this would not apply say, in southern Ontario, are not significantly different, Mr. Simpson.

Mr. LAING: Excuse me, Mr. Gordon, I think Mr. Simpson's sole point is that the Eskimo gets an insulated house, whereas the Indian gets a plywood house. I think that is the difference.

Mr. GORDON: Well, the houses occupied by Eskimos are very much better. The ones that were built in the early days in Churchill for the Eskimos are of a significantly higher standard. I think the explanation for this is that this was an experimental early program.

Mr. LAING: But we have been giving Eskimos insulated houses?

Mr. GORDON: Right.

Mr. LAING: We are not giving Indians insulated houses, this is Mr. Simpson's point.

Mr. GORDON: Just at Camp Ten at this particular point.

The CHAIRMAN: Gentlemen, the hour is past eleven o'clock. There is another meeting in progress, the Indian affairs committee next door. I want to thank you for being here with us this morning. Our next meeting will be here in this room at 9.30 next Tuesday. The Minister will be here to answer questions and we will continue the discussion on the estimates. I thank you very much for being here with me this morning.

The committee adjourned.

APPENDIX IV

ECONOMIC DEVELOPMENT IN NORTHWEST TERRITORIES  
RECOMMENDATIONS

W. A. LEWIS,  
March 21, 1966.



## NORTHERN DEVELOPMENT PROGRAM

<i>Program</i>	<i>Elements of Program</i>	<i>Estimated Costs</i>
<i>A. New Programs</i>		
1. STATEMENT OF OBJECTIVES (PROVISIONAL)	1. To reduce the present regional disparities in standards of living. 2. To identify and develop the possibilities of the region. 3. To increase the range of opportunities available to local residents.	
2. REGIONAL ECONOMIC DEVELOPMENT PLAN	1. Establish planning machinery—a Northern Development Board—to ensure the full participation of all parties involved in the development of the region—Federal, Territorial, private. Sources such as the Economic Council of Canada should also be requested to act in an advisory capacity. 2. Carry out a regional economic analysis in participation with local residents as a necessary first stage in the formation of a sound regional development plan for the N.W.T. The regional economic analysis would establish the development potential of the region. 3. Prepare a Regional Development plan based upon the results of the regional analysis. Such a plan would outline the development and employment potential of the region, show how the potential could be realized, and make provision for any re-adjustment of resources such as labour migration. The regional development plan would also ensure co-ordination of all agencies operating in the N.W.T.	1. Expenses of a planning board are estimated at \$69,000 per annum. 2. A special fund of \$500,000 would be required to finance any special studies required for Regional Development. The fund would cover a five year period.
3. SPECIAL PROMOTION OF NORTHERN DEVELOPMENT POTENTIAL	1. The formation of a Northern Development Corporation as a Territorial Crown Corporation. 2. The corporation would carry out feasibility studies to confirm development opportunities found	1. Administrative expenses of the corporation are estimated at \$54,000 per annum.

## NORTHERN DEVELOPMENT PROGRAM

<i>Program</i>	<i>Elements of Program</i>	<i>Estimated Costs</i>
	during the regional economic analysis.	2. A revolving fund of \$10 million would be required to finance the special assistance offered to northern industry.
	3. The corporation would locate prospective investors to ensure that all known development opportunities were utilized with maximum speed and efficiency.	
	4. The corporation would offer special assistance to aid in the establishment or expansion of northern industry and commerce by:	
	(a) The provision of manufacturing space on a rental basis to reduce the initial capital investment required by new enterprises in the N.W.T. The rent-free period of one year would be granted to offset settling in costs.	
	(b) The provision of any necessary housing for key workers.	
	(c) The provision of commercial property on a rental basis: The provision, under certain circumstances, of shopping centres, hotels, stores and restaurants would greatly help to improve the standard of northern community services.	
	(d) The provision of financial assistance to cover equipment loans and in some cases operating capital, where such aid is not available elsewhere.	
	(e) The provision of management assistance to clients. Such assistance would include accounting, engineering and finance.	
	(f) The provision of partnership agreements to help establish key industries. Such agree-	

## NORTHERN DEVELOPMENT PROGRAM

<i>Program</i>	<i>Elements of Program</i>	<i>Estimated Costs</i>
	ments would involve the provision of plant and equipment to a commercial partner with the latter providing working capital.	
	(g) Where no entrepreneur can be found to develop an important development opportunity, the corporation would be empowered to develop a project and demonstrate its feasibility.	
	5. To carry out general research into the problems of establishing industries in under-developed areas.	
4. SUPERVISED LOANS FOR SMALL BUSINESS	<ol style="list-style-type: none"> <li>1. The formation of a Territorial Loan Board to provide supervised loans for equipment and other fixed assets when not available on reasonable terms and conditions elsewhere.</li> <li>2. To provide supervised loans or guarantees for working capital requirements under the above conditions.</li> <li>3. To provide general management counselling services through the voluntary participation of retired senior accountants, bank managers, and engineers.</li> </ol>	<ol style="list-style-type: none"> <li>1. The Administrative expenses of the loan board are estimated at \$19,500 per annum.</li> <li>2. A revolving fund of \$1 million would be required to finance the loan program.</li> </ol>
B. <i>Modification To Existing Programs</i>		
1. FEDERAL DEVELOPMENT PROGRAMS	<ol style="list-style-type: none"> <li>1. ADA Program: The present system of Federal grants incentives for designated areas in southern Canada would also apply to eligible areas within the N.W.T. It would not be necessary or desirable to designate the entire N.W.T.</li> <li>2. ARDA Program: The present federal ARDA program should apply to the N.W.T. ARDA research and</li> </ol>	

## NORTHERN DEVELOPMENT PROGRAM

## Program

## Elements of Program

## Estimated Costs

accumulated know-how would be of considerable benefit to the N.W.T.

3. Representatives from the Territorial Government should sit on all future inter-provincial and federal-provincial conferences dealing with economic development.

INDUSTRIAL  
DIVISION  
(D.N.A.)

1. Industrial Development: Pending the formation of the northern development corporation, the Industrial Division should provide the following interim program:
    - (a) The promotion of known industrial development opportunities.
    - (b) The provision of manufacturing space on a rental basis.
    - (c) The introduction of a temporary subsidy of up to \$1,800 per worker per year. The subsidy to be distributed by formula between rent, equipment, wages and expenses.
    - (d) Loans for fixed assets and working capital to be made available on an interim basis through Section 13 of the Northwest Territories Act.
  2. Increased aid to co-operatives: The following additional aid is recommended:
    - (a) An increased line of credit up to \$50 thousand should be made available to provide extra working capital to finance the exceptionally slow turnover of northern store inventories.
    - (b) Expert management advice should be made available to any co-operative on request. Such advice could be provided initially by the proposed
1. The program would be carried out by the present staff of the Industrial Division.
  2. A special appropriation would be raised to cover each individual case.



## NORTHERN DEVELOPMENT PROGRAM

<i>Program</i>	<i>Elements of Program</i>	<i>Estimated Costs</i>
	Northern Development Loan Board.	
	(c) In view of recent difficulties, a detailed study of northern co-operative organization should be carried out to determine the expected pattern of future development.	
	3. Marketing and purchasing assistance: The provision of market research and purchasing assistance would provide a valuable subsidy for northern businessmen and would materially assist in reducing the special problems of isolation.	
	4. Government Purchasing: Purchasing seminars should be conducted in the N.W.T. between government purchasing agents and local suppliers.	
3. EDUCATION DIVISION PROGRAM (D.N.A.)	1. It is recommended that urgent consideration be given to the introduction of a pre-school program similar to project "Head Start" in the United States. Such a program might be staffed by the company of young Canadians.	
	2. Consideration should be given to the provision of a combined adult education—work training program as an alternative to unsupported relief.	

## APPENDIX V

## References:

## The Northwest Territories Act

- R.S., c.331, 1952  
Amended by 1954, c.8  
1958, c.30  
1959, c.7  
1960, c.20

## The Yukon Act

- R.S., c.53, 1953  
Amended by 1955, c.23  
1958, c.9  
1960, c.24

As requested by the caucus committee on Northern Affairs and National Resources this memorandum of my views on Yukon and Northwest Territories development is submitted in the hope that it will find the support of the caucus as a whole. I have tried to be as brief as possible, consequently, a complete understanding will at least require a reading of the above references. It would also be helpful to read the following:

## The Struggle for Responsible Government in the Northwest Territories 1870-97

- by L. H. Thomas  
Library Ref. JL 500 A2 T46 c.2

## The New Northwest

- by C. A. Dawson  
Library Ref. F. 5603 D39 c.2

## Canadian Population and Northwest Colonization

- Royal Society of Canada—Symposium  
Library Ref. F. 5000 R695 No. 7

## The Canadian Northwest: Its Potentialities

- Royal Society of Canada—Symposium

## The Next Hundred Years

- by Harrison Brown, James Bonner, John Weir

## INTRODUCTION

Sometimes the argument is made that Canada should not be in a hurry to exploit the natural resources of her northland—that these resources will be called into production by the natural processes of market demand in due course and that will be time enough. In other words, the proponents of this philosophy say, "Wait for the markets to develop and then set about the development of the resources necessary to supply the demand". I am among those who reject this approach. The acceptance of such a philosophy has the dubious virtue of postponing investment, both governmental and private. I wish to advance two good reasons for saying that such an attitude is very dangerous. In the first place it counsels stagnation. The businessman who retreats from competitive battles soon finds himself out of business. Our whole economic concept is founded on the belief in aggressive competition. The nation that has abandoned real effort in the fields of science, engineering or industry will soon lose her zest for progress and even the know how for ordinary things.

Another reason for saying that there is danger in a passive attitude toward the development of the resources of the northland is that the rapidity of technological developments today makes it impossible to rely on world demand of some future remote date ever calling into market the raw materials which Canada may have—I say may have for the simple reason that in the field of exploration and discovery, only the surface has yet been scratched. There is today a world shortage of base metals. If Canada has these commodities, she will do well to search them out and market them as she can. If Canada sits on her resources she may still be sitting 50 years hence while countries which have greater dynamic, find other ways to supply their needs. Technological obsolescence can overtake almost any commodity.

Accepting the premise then, that Canada should explore and develop her resources now, what has the north to offer? To answer this question I must inflict upon you a brief description of the Yukon, its population and commerce, its industry and government.

The Yukon (207,000 square miles) and the N.W.T. comprise over 40 per cent of Canada's land mass. It is a land rich in history and magnificence of terrain. I say nothing of the unexcelled beauty and potential of its lakes, streams and wilderness. While tourism is rapidly becoming a leading resource, for industrial expansion, the Yukon, unusually rich in mineral potential, looks primarily to mineral production and processing. Long its leading industry by far, mineral production valued at \$30 million is projected for 1968 from \$13.3 million in 1965. (The value of mineral production in the N.W.T. was \$72 million in 1965 and projected for \$115 million in 1968.) While its future cannot be accurately charted, there are many reasons to believe that growth over the next quarter century will be very impressive. These reasons include: the Yukon potential for a wide variety of minerals, the accelerating pace of mineral exploration and

development activity, greater access to promising mineral areas offered by new and improved transportation facilities, the rapid increase in long-term demand for minerals as world population continues to surge upward and world industrialization proceeds. (A population of well over that of the entire North American continent has been added to world population in the last decade.)

Since the future course of the mineral industry cannot be accurately charted, neither can that of commerce and population. The present population of the Yukon is estimated at over 17,000 (including about 1,800 Indian people); in the N.W.T. over 26,500 (including about 7,000 Eskimos and 5,000 Indian people). The Yukon population was 5,000 in 1941, 9,000 in 1951 and 12,000 in 1961.

Since an economy based largely on mineral production and processing does not ordinarily support a large population, its cities and towns tending to be small to medium sized, it is not to be expected that the Yukon in the foreseeable future will be the home of a large population sustaining a correspondingly large volume of commerce. That mineral production will undergo multiple increase is clear, however, and the resultant growth in population and commerce while small in absolute terms will be correspondingly large *relatively*.

The administration of the Yukon rests with the Commissioner (appointed by Order-in-Council) acting under instructions of the Minister of Northern Affairs and National Resources or, in the final analysis, of the Governor-in-Council.

The Commissioner-in-Council has powers in all respects the same as the Lt. Governor-in-Council of any province with three basic exceptions. (See section 1 of the Yukon Act) These are:

- 1 The Commissioner-in-Council has no legislative jurisdiction over the administration of natural resources;
- 2 The Commissioner-in-Council has no legislative jurisdiction over the administration of justice;
- 3 No member of the Yukon legislative Council may introduce a "money bill". (See section 24 of the Yukon Act)

The resources of the Yukon (and N.W.T.) are vested in the federal government, as were those of the prairie provinces prior to 1930. Revenues are raised for territorial purposes by the Council through taxes of various types. The Yukon Act was amended in 1958 to empower the Commissioner-in-Council to raise money by borrowing.

In 1871, an amendment to the BNA Act was passed to remove doubts as to the power of the federal government to establish new provinces.

The provisions of this amendment relating to the creation of new provinces are that the Parliament of Canada may:

- 1 establish new provinces in any of the territories which are part of Canada but not already part of an existing province, and may, at the time of such establishment, make provision for the constitution, administration, and for the passing of laws for the peace, order, and



good government of the new province, and for its representation in the parliament of Canada. (Paraphrase of actual amendment)

- 2 increase, diminish, or otherwise alter the limits of any province, with the consent of the Legislature of the province, and may, with like consent, make provision respecting the effect and operation of any such increase or diminution or alteration of territory in relation to any province affected. (Paraphrase of actual amendment)

Prime Minister Diefenbaker, on September 26, 1958, said:

"This area Yukon will be a province surely in the fullness of time."

and

"It is my hope that by the time of Canada's centennial in 1967 the Yukon and Mackenzie will have gone a long way—if not all the way—toward self-government."

What then are the steps to be taken? What are the problems? What course should our party, traditionally the "nation building" party, be taking? In short, what is our policy of northern development as part of the fabric of national development?

We are confronted with three basic problems in the north—problems that are common to the world today. The first of these is the task of bringing about political growth to self-government; secondly, the economic transformation of Canada's north from its existing status as an undeveloped area; and, thirdly, the accomplishment of the social adjustment of people not really yet adapted to our modern life. This last is much more of a problem in the Northwest Territories with respect to the Eskimo population than it is in the Yukon where the problem is confined almost solely to the Indian people.

### POLITICAL DEVELOPMENT

The political problem—the growth from colony to province is analogous to the same problem confronting the nation as a whole and with which we have been struggling for 150 years. We have solved, more or less, the problem on national scale, at least to the extent that we govern ourselves with no let or hindrance from any other country. But Canada is a federal state and the fact remains that within our own boundaries we have not yet completed the process of democratic evolution. The western provinces were evolved in 1905, finally obtaining resource control in 1930, and since 1905 there has been no further progress of substance made toward self-government in the remaining 40 per cent of Canada. In so many areas of the world this process of political evolution from colony to self-government is the source of so much strife—the evolution from external control to autonomy and self-government.

Most of us in Canada have never thought of our country as being a Colonial Power. In the sense, however, that the federal government does in fact control and administer the northern regions of Canada the description is an apt one. The problems that confront France, Great Britain and other countries in the control and administration of their possessions in various parts of the world are no different than those which confront Canada in the northlands. Perhaps

more were aware of these problems and the close similarity they bear to the problems facing colonial powers in the world today we would have come to grips with the solutions far earlier than this late date. Perhaps if the federal authorities were more cognizant of the similarity of the difficulties more would have been done and that, sooner and better.

I cannot accede to the philosophy held at the federal level of government that Canada's objective with regard to her northern territories should be one of controlled exploitation". For certainly that is what it is expressed to be and is a fact. Mr. R. G. Robertson, Clerk of the Privy Council, when he was Deputy Minister of the Department of Northern Affairs and National Resources, held the view that the objective of the Department should be to administer itself out of existence. In other words, the political umbilical cord joining our northern territories to the "motherland" must be severed and these regions weaned and raised to self-government.

It is not sufficient for those responsible for administration simply to devise organizations that are capable of adjustment as changes require them. They must also by their policy and administration help desirable changes to come about—and to have them occur in as orderly a way as possible. An administration of passive adjustment is not good enough. Let me draw a parallel with industry. Industrial concerns have found it necessary to give considerable authority to the local operator in the field. In the north, problems have a way of developing unexpectedly, and they must be dealt with on the spot. Even with the great improvement in northern communications in the last 8 years it has been found impractical to attempt to rely on head office for all decisions. To a limited degree federal governmental organization for administration has been improved, particularly in the Yukon. But it remains essential to delegate more authority and responsibility to administrators in the field, for instance, in the settling of local trade debts. Industry would not excuse the existing situation and no government should be a party to the exertion of hardships on small businessmen.

In the construction field, more so in the Northwest Territories than in the Yukon, the administration is modestly successful but at times fails to take full advantage of the summer season. At times contracts are not put out for bids until late in the year and when this happens one can be assured that construction costs will be from 15 to 50 per cent higher than necessary. This indicates that insufficient advance planning is done, that the administration is not really aware of local conditions, or that the mechanics of government are so designed that full advantage of the season cannot be taken.

Such examples of these inadequacies could be multiplied several times over, and, economically, contribute to the retardation of northern development and, hence, national development.

In dealing with the problem of the political evolution of the Yukon and the Northwest Territories to autonomy and self-government we should not compound the mistake of continuing to regard these two territories of Canada's north in exactly the same light. Each of the territories have different histories, different geographical factors existing, different economic and administrative

problems, to mention only a few of the differences. Yet, these differences are subjugated for the sake of administrative expediency.

There is a little poem which has applicability here—called “The Administrative Dachshund”:

There was a dachshund—one so long  
He hadn't any notion  
How long it took to notify  
His tail of his emotion  
And so it happened, while his eyes  
Here filled with woe and sadness  
His little tail went wagging on  
Because of previous gladness.

It is evident by now that what I am suggesting to you is that there is a need for designing a blueprint now which will achieve self-government in the future. I will direct myself to the Yukon although the proposals which I will outline, with some modification, would be equally as applicable to the Northwest Territories. I wish to make clear at once that I do not advocate immediate self-government for the Yukon but rather, as will be seen, the adoption of staged reforms which will progressively lead to that objective.

Most opponents of eventual autonomy for the Yukon advance two arguments, both of which, I submit, do not stand up in the face of reason and precedent. First, they say, there is insufficient of a population to justify autonomy. This suggestion is invalid for two reasons: first, the desirability of establishing democratic institutions and governments does not rest on such a flimsy base—there cannot be a price-tag on democracy—and secondly, there is ample precedent in Canada which indicates that small populations were no bar to the erection of autonomous machinery of government in the provinces. History will show, for example, that when the Province of Manitoba was carved out of the then district of Assiniboia of the then Northwest Territories in 1870 the white population was much less than it is in the Yukon today. Yet, the Province was created. The second argument advanced against autonomy is economic. These opponents to self-government argue that “he who pays the piper, must call the tune”. Again, democracy does not permit of the acceptance of such a proposition, nor does it stand up in the light of economic precedent both past and present. In the Yukon we have a very healthy respect for the substantial benefits of federal activity. It must be remembered though that the federal purse supported the new province of Manitoba for many years after 1870 and, even today, the Maritime Provinces are the recipients of very substantial federal grants and subsidies—notably Prince Edward Island and Newfoundland. The first argument is sometimes shaded by the averment that the northern territories are lacking in available people outside of government service who, in other parts of the country, can be called on for the performance of administrative and legislative service. They say, in short, “the talent is not available to assume the responsibilities”. I believe that this kind of argument is disproven by simply looking to the history of the Yukon where the Legislative Council has existed for some 68 years and has functioned over those years, with



capable members. It should be noted that the Yukon has had the "Council" form of government since 1898—before the creation of the prairie provinces.

The Territorial Council in the Yukon is intended to be a kind of part way house on the road to provincial status. Apart from the creation of the Advisory Committee on Finance in 1960, however, the part way house has been a permanent stop for over 65 years with no real reform having taken place. The character of the Council can be appreciated by considering the system in effect in Canada in, say 1840—before the achievements of responsible governments. The Canada of that day was administered by a Governor who was responsible, not to the local assembly or Council, but to the government in London. Today, the government of each of our northern territories is handled by a Commissioner who is responsible, not to the Territorial Council, but to the Minister of Northern Affairs and the Governor-in-Council at Ottawa. There is no real and effective local representation and control. No legislation is passed that is not prepared by the government and no real fiscal control is exercised except the merely negative control over supply. Before 1905 the Northwest Territories included what are now Alberta and Saskatchewan—and much of what is now part of Manitoba, Ontario and Quebec. The first system of government for the then Territories was set up in 1875, and this was very similar to that which now exists in the Yukon and Northwest Territories. By 1888 the Territorial Council had acquired the name of Legislative Assembly and there was an Advisory Committee on Finance. Pressure grew for direct control of the administration and in 1892 an "Executive Committee of the Territories" was established. In 1897 this hatched into a genuine cabinet—and Executive Council with full powers of government, responsible to the Legislative Assembly. The egg had become a chicken and in 1905 the fact was recognized when the provinces of Alberta and Saskatchewan were formed.

That the Yukon is a future province is not doubted; the Prime Minister in 1960 made that quite clear. There are however divergent views, as I have tried to show, as to timing. The real test lies not in the size of the population or the fiscal capability of that population but rather in the more compelling desirability for the establishment of democratic institutions. There is emerging in the Yukon a vigorous self-assertion giving rise to the same pressures which brought about the first measure of executive control in the Northwest Territories of 1892. The time has arrived for the same kind of reform in the Yukon—there must be commenced a gradual transfer of executive responsibility from the federal administration to the elected legislative council. In addition, other federal functions should be transferred for local administrative control. The separation of the executive and legislative functions which has existed in the Yukon for over 65 years is inconsistent with the democratic way and has given rise in recent years to the intolerable situation where the Territorial Council has evolved into sort of permanent opposition. The Council has become the constant critic of executive action and thereby the production of fresh policy at the legislative level from where it should come, is frustrated. Some far reaching reforms are necessary. The pressures for such reforms are not only coming from the general population here but are being generated as a result of the rapidly accelerating investment and industrial activity in the Yukon over the last decade. What for the future then?



First I would suggest that the responsibility for the administration of Justice should be transferred from Ottawa to the Yukon. There is good fiscal reason to justify such a move which would necessitate the establishment of the office of Attorney General for the Yukon together with the attendant administrative structure similar to that existing in the provinces. I am convinced that substantial savings would be effected by such a move and that administrative efficiency immensely improved. There is further reason for such a transfer now in view of the extensive plans now underway for the completion of a corrections institution in Whitehorse and the establishment of a new Department of Corrections as part of the Territorial Government.

Secondly, I would suggest all facets of lands administration now remaining in Ottawa be transferred to the Yukon. The intolerable delays produced in large measure by administrative procedures, which confront those wishing to acquire land in the Yukon are simply no longer acceptable or necessary.

Thirdly, those few remaining administrative functions now performed at Ottawa with respect to Yukon affairs should be transferred to the Yukon along with the personnel responsible for their performance who would become part of the Territorial civil service where necessary.

At this point I wish to make it clear that I do not propose any change in the control by the federal government over water, oil and gas, and mineral resources. All other resource functions, however would become a Territorial responsibility. The responsibility for these resources would be passed when the new Assembly acquires the skill of government which comes with experience—say in 15 to 20 years. It took 25 years in the western provinces.

Fourthly, there are urgent reforms necessary if the Territorial Council is to mean anything at all. There is not much point in paying lip service to democratic institutions and forms of government. An Executive Committee must be established which will evolve into a full-blown cabinet. Concomitant responsibility must also go with the creation of executive control. In order to achieve these results I would suggest that the following staging is necessary:

1. Increase the number of members on the existing wholly representative Council from 7 to 15.
2. This legislative body to be styled the Yukon Legislative Assembly.

From a 15 member Assembly there will naturally emerge a majority and a leader of that majority. The injection of a division within the legislative body, whether the majority and minority are blues and reds or Socialists and Democrats or Liberals and Conservatives, is essential if the Council is to be converted from its present role as an 'opposition' to a properly function-in-Assembly. The majority, of course would hold power, their policy views prevailing by virtue of the recognition of the democratic principle of the majority ruling. The minority becomes a real opposition with, among the many responsibilities of an opposition, the task of testing the policies advanced by the majority.

The ultimate objective would be to increase the number of Assembly members (MLA's) to 21 or more.

3. The leader of the majority would select from the three or more members of the majority a five member (including himself) "Executive Committee".

The five member Executive Committee would replace the existing Advisory Committee on Finance and become, in effect, a 'partial cabinet'. As it becomes necessary and expedient to assume further responsibilities the size of the Executive Committee would be increased as would the Assembly, until it became a genuine cabinet with the same executive responsibilities now enjoyed by the provinces.

4. The matter of setting the indemnities payable to the members of the Assembly and of the Executive Committee would be one for determination by the Assembly, as it should be now. Certainly it would be reasonable to expect that the members of the Executive Committee should receive an allowance in addition to the members' indemnity.
5. Full executive power should be transferred to the Executive Committee in the following departments:
  - (i) Education, Health and Welfare
  - (ii) Resources (Teritorial) and Lands
  - (iii) Public Works
  - (iv) Justice and Corrections
  - (v) Revenue and Finance)

Each member of the Executive Committee would assume responsibility for one of the above "portfolios".

The Yukon Legislative Assembly, as contemplated by these proposals would have all the rights, powers, jurisdiction and obligations as do the Provincial Parliaments except as to the limited executive powers and responsibilities of the Executive Committee. The remaining areas of executive control would be retained by the federal government until such time as ultimate autonomy was achieved. The administration of the federal function, however, would be located at Whitehorse, the seat of the government and not 4000 miles away in Ottawa—just as is the case in the Provinces.

Consequential amendments to the Yukon Act would be required as an interim measure until an Address of both Houses of the Canadian Parliament was directed to Her Majesty under the provisions of Section 146 of the British North America Act, requesting the establishment of the Province of Yukon. The position of Commissioner would be abolished. The term of the Assembly would be four years as opposed to the existing three year term of the Council. The existing fiscal prohibition in Section 24 of the Yukon Act would be repealed insofar as it affected the responsibilities of the Executive Committee. Other amendments would be required and which, for the sake of brevity, I will not enumerate here.

These then are a broad outline of the reforms I believe to be essential. Planning for their implementation should be undertaken forthwith and their

achievement targeted for our centennial year. There must, of course, be a Commissioner appointed to replace Mr. Gordon Cameron who has served the Yukon so devotedly and well for so many years. The next appointee however, should hold office on an interim basis only—and should be the last one—relinquishing office when the Yukon Legislative Assembly is created as I have outlined above.

### ECONOMIC DEVELOPMENT

The second problem I want to discuss briefly is the economic one. I drew a parallel between the political problems which confront emerging nations and those which confront the emerging province of Yukon. In the economic field the parallel with the problems of new countries is very close. If any area in the world qualifies for the description "underdeveloped" it is Canada's northland—in the Northwest Territories this is particularly true but great advances have been made in the Yukon. The recent high level of industrial activity is the result of the creation of development policies in 1958 and which are being continued and enlarged upon today. An entirely new roads construction and maintenance policy was designed in 1958 and recently endorsed and renewed on the same basis by the Minister of Northern Affairs and National Resources and his government. Similarly, the recent re-endorsement of airstrip construction policy by the Minister is an indication that government intends to continue making a substantial investment in the Yukon. This is, in my view, a proper and responsible course to follow on behalf of the Canadian tax-payer. The federal government should continue to assist wherever possible with the development of transportation facilities, such as railroads, airstrips, access roads and docks. The high cost of moving supplies and products is doubtless the most difficult problem facing northern development. Once promising discoveries have been made there should be no limitation on the part of the authorities in aiding developers in this field. Unfortunately this limitation does exist. For example, for years it was known that the deposits of lead and zinc at Pine Point are among the largest in the world. The company which owns these deposits had indicated that it was willing to put them into production provided a railroad was extended to the mine. The railroad was eventually built. There is a parallel situation now existing in the Yukon with respect to the huge deposits, 22½ billion tons by some estimates (more likely 100 billion tons), of iron ore in the Snake River Area of the Yukon. Again, the intense activity in the Ross River area of the Yukon (Dynasty and Anvil Mines). It is inevitable that access by rail must be had in order that the resource may be economically exploited. The responsibility of the federal government in providing planning initiative and fiscal cooperation with industry is clear.

The recent announcement by Northern Affairs Minister Laing of a three million development fund is an example of the kind of policy which is sound and which is required if we are to create an attractive climate for capital investment in our north. This policy is similar to that which has existed in Australia for several years now and one which is an illustration of the kind of contribution which should be made by government to the partnership which must exist between government and industry for effective northern development. Such a fund however should be substantially larger and should be only part of a more broadly conceived Northern Development Policy.



Perhaps the single most important task which faces the government today is the urgent need to design a water policy for the Yukon. A cheap source of power is a vital necessity in any resource development. The Yukon has the tremendous good fortune to be richly endowed with a hydro-electric potential over twice as great as the total output of the St. Lawrence Seaway. As I have stated before, I believe that resource development now will attract the industry of the future. Those who doubt the validity of that philosophy need only look to the Peace River power project which is having results exceeding initial expectations. It follows that I must suggest to you that there are very good reasons for evolving a plan to harness the Yukon River hydro-potential. Indeed, there are dangerous indications that unless we act now our own future position could well be prejudiced by such schemes as the Rampart in Alaska and the NAWNN concept of the Parsons Company in Los Angeles. It is, of course, recognized that the water policy designed for the Yukon resource must form part of our national water policy. Our policy in this respect is clear. One of the main stays of this policy is the concept of a National Power Grid anchored at one end on the Hamilton River in Newfoundland and at the other end by the Columbia and Yukon rivers.

We are on the verge of seeing new industrial complexes spring up. The potential areas of the Yukon are rapidly emerging. If the full exploitation of these areas is to be realized, immediate planning and projects are required. How much power is required in these areas?—What are the resources?—Thermal, hydro or other power sources?—What are the energy requirements?—The power requirements?—What is the access to markets?—What transportation requirements?—What improvements are required to existing transportation and communications?—The questions yet unanswered and which require solution are very many indeed. If, however, future development is to be achieved we must come to immediate grips with the problems and their solution.

Some immediate improvements of which I have already made mention have been made. Others could be made. For instance, a re-appraisal of taxing policies applicable to high cost northern areas. Perhaps tax rebates on the production of electrical power—the extension of the free period of mining operations to 5 years—greater personal exemptions to assist in attracting the necessary skilled labour force necessary for resource development—Government financial participation in the establishment of smelter and transportation facilities—arrangements to provide unlimited access to tidewater through the Alaska Panhandle—Alaska Highway paving—an expansion of northern research plant and facilities in the Yukon—.

Great events are taking place in the Yukon today. There is confidence everywhere of the future.

Our provisional objectives should be

1. To identify and develop the possibilities (industry, resources, commerce, etc.) of the north, and
2. To reduce regional disparities in standards of living, and
3. To increase the range of opportunities available to northern residents.

To accomplish these objectives we should adopt the following new programs:

1. A regional economic development plan, and



2. A special promotion of northern development potential, and
3. A program of supervised loans for small businesses.

#### 1. *Regional Economic Development Plan:*

Planning machinery must first be established in the form of a Northern Development Board. Such a Board would ensure the full participation of all parties involved in the development of the region, federal, territorial and private. The Economic Council of Canada and other such sources would be requested to act in an advisory capacity. The estimated expenses of such a planning Board are \$69,000 per year.

The Board would carry out a regional economic analysis in participation with local residents as a necessary first stage in the formation of a sound regional development plan for the north. The analysis would establish the development potential of the region. A special fund of \$500,000 to cover a five year period would be required to finance any special studies required for regional development.

The results of the regional analysis would allow the preparation of a Regional Development plan based on those results. Such a plan would outline the development and employment potential of the region, indicate how the potential could be realized, and make provision for any re-adjustment of resources such as labour migration. The regional development plan would also ensure coordination of all agencies operating in the north.

#### 2. *Special Promotion of Northern Development Potential*

This phase of policy would require the creation of Territorial Crown Corporation to be known as "Northern Development Corporation". The administrative expenses of such a corporation would be in the order of \$54,000 per year.

Such a corporation would perform feasibility studies to confirm development opportunities found during the regional economic analysis. It would also locate prospective investors to ensure that all known investment opportunities were exploited with maximum speed and efficiency.

A revolving fund of \$10 million would be required to finance special assistance which would be offered by the corporation to northern industry to aid in industrial and commercial establishment or expansion by:

- (a) The provision of manufacturing space on a rental basis to reduce the initial capital investment required by new enterprises in the north. A rent-free period of one year would be granted to offset settling in costs.
- (b) The provision of any necessary housing for key workers.
- (c) The provision of commercial property on a rental basis: the provision, under certain circumstances, of shopping centres, hotels, stores and restaurants would greatly help to improve the standard of northern community services.
- (d) The provision of financial assistance to cover equipment loans and in some cases operating capital, where such aid is not available elsewhere.

- (e) The provision of management assistance to clients. Such assistance would include accounting, engineering and finance.
- (f) The provision of partnership agreements to help establish key industries. Such agreements would involve the provision of plant and equipment to a commercial partner with the latter providing the working capital.
- (g) Where no entrepreneur can be found to develop an important development opportunity, the corporation would be empowered to develop a project and demonstrate its feasibility.

The corporation would also carry out general research into the problems of establishing industries in under-developed areas.

### 3. *Supervised Loans for Small Businesses*

This would require the formation of Territorial Loan Boards for the purpose of providing supervised loans for equipment and other fixed assets when these are not available on reasonable terms and conditions elsewhere. The administrative expenses of such a loan board would be in the order of \$19,500.00 per year. Under the foregoing conditions the Board would provide supervised loans or guarantees for working capital requirements. A revolving fund of \$1 million would be required to finance the loan program. The Board would also provide general management counselling services through the voluntary participation of retired senior accountants, bank managers and engineers.

As part of the northern development aspect of policy, some modification to existing programs is required.

1. The present system of federal grants incentives for designated areas (ADA program) in southern Canada should also apply to eligible areas in the north. It would not be necessary or desirable to designate the entire north.
2. The ARDA program should apply to the north. ARDA research and accumulated know-how would be of considerable benefit to the north.
3. Representatives from the Territorial Governments should sit in on all future inter-provincial and Federal-provincial Conferences—particularly those dealing with economic development.

With respect to northern industrial development, an interim program should be provided by the Industrial Division of the Department of Northern Affairs pending the formation of the Northern Development Corporations. The program should consist of the following:

- (a) The promotion of new industrial development opportunities.
- (b) The provision of manufacturing space on a rental basis.
- (c) The introduction of a temporary subsidy of up to \$1,800.00 per worker per year. The subsidy to be distributed by formula between rent, equipment, wages and expenses.
- (d) Loans for fixed assets and working capital to be made available on an interim basis through section 13 of the Northwest Territories Act and section 16 of the Yukon Act.

This program would be carried out by the existing staff of the Industrial Division in the Department and a special appropriation would be raised to cover each individual case.

There should be cooperatives established in the Yukon and additional aid given to those now operating in the N.W.T. along the following lines:

- (a) An increased line of credit up to \$50 thousand should be made available to provide extra working capital to finance the exceptionally slow turnover of northern store inventories.
- (b) Expert management advice should be made available to any cooperative on request. Such advice could be provided initially by the proposed Northern Development Loan Board.
- (c) In view of recent difficulties, a detailed study of northern cooperative organization should be carried out to determine the expected pattern of future development.

There should also be marketing research and purchasing assistance which would provide a valuable subsidy for northern businessmen and would materially assist in reducing the special problems of isolation.

Purchasing seminars should be conducted in the north between government purchasing agents and local suppliers.

In the field of education a combined adult education—work training program should be considered as an alternative to unsupported relief.

### SOCIAL DEVELOPMENT

Through no fault of their own, the Indian and Eskimo people of the north all too generally live in conditions of poverty and squalor that we tend to regard as the pitiful lot of backward peoples of foreign—very foreign—areas. But these people are not foreign and they are not remote; they are Canadians and they live here. The problem, however, is very similar to that existing in the emerging countries of the world—it is the problem of adjusting to a new, a different and in many ways a frightening world.

I am attaching a copy of an address given by me in Winnipeg on February 12, 1966, in which I suggest the formation of an Indian and Eskimo Rights Commission. While it does not express the details of the proposals it at least displays a new concept in meeting the problem.

To sum up—my observation is one of universal confidence in the future—my submission is that government must now exhibit the same confidence in the ability and capability of the people of the Yukon and Northwest Territories as is being displayed by industry in the resources of the north. If the partnership is to work effectively that exchange of confidence is essential. The time to act on the reforms I have suggested is upon us. To let sleeping territorial dogs lie is to produce, ultimately, an empty, unsanitary kennel.

APPENDIX VI

Extracts

from

VOTES & PROCEEDINGS

YUKON TERRITORIAL COUNCIL

1st Session 1966



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TUESDAY, March 29, 1966.  
10:00 o'clock a.m.

Mr. Speaker read the daily prayer and Council was called to order. All Councillors were present.

Mr. Speaker: Have we any correspondence this morning, Mr. Clerk?

Sessional  
Paper No. 30  
No. 31

Mr. Clerk: Yes, Mr. Speaker, we have two Sessional Papers. Sessional Paper No. 30 is on Question No. 5, P.S.V. Licences. Sessional Paper No. 31 is on Question No 6, Elsa School Building. That is all for this morning, Mr. Speaker.

Mr. Speaker: There was just one item there—in reading the Sessional Paper No. 30, you said in Paragraph 4 “the husband is a full time employee of the Yukon Territorial Government”. I think you read it “was a full time employee of the Territorial Government”.

Mr. Clerk: The reason I changed that was that it seems to go through my mind that he has since resigned and gone into business for himself. I'm not too sure on that. I would have to check that. But it's all right the way it is. At that time, that was the reason.

Mr. Speaker: Yes, that would make a difference. For example, if the person were not an employee, the fact that he had been really shouldn't make any difference. Thank you, Mr. Clerk. Have we any Reports of Committee? If not, the next item will be Introduction of Bills No. 6 and 7. What is your pleasure?

Bill No. 7  
Introduced

Moved by Councillor Boyd, seconded by Councillor Southam, that Bill No. 7, An Ordinance to Amend the Low Cost Housing Ordinance, be introduced at this time.

Motion  
Carried

MOTION CARRIED

Bill No. 6  
Introduced

Moved by Councillor Boyd, seconded by Councillor Southam, that Bill No. 6, An Ordinance to Amend the Municipal Ordinance, be introduced at this time.

Motion  
Carried

MOTION CARRIED

Mr. Speaker: Have we any Notices of Motion and Resolution?

Mr. Thompson: Mr. Speaker, I would like to clarify in my own mind the difference between Notices of Motion for the Production of Papers and Motions for the Production of Papers. I have a Motion for the Production of Papers. I am wondering as to the correct procedure. Do I need a seconder for these matters or is the fact that I am just asking for information sufficient?

Mr. Speaker: Mr. Thompson, I would say that first a Notice of Motion is put forth for the Production of Papers with a seconder. It doesn't necessarily have to be at the time, but the following day, you move your motion, seconded by whoever it may be, for the Production of

Papers. There is no debate on the motion. It is put to a vote as to whether it should be accepted by the Council or rejected. I think that would be the procedure for that. Would that clarify the matter? You first introduce it. The following day you introduce it with the name of the seconder and it is voted on and dispatched with accordingly. The only difference I think would be the fact that a motion is debatable. The Production of Papers is not a debatable subject. Have we any Notices of Motion and Resolution? Mr. Taylor would you take the Chair?

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Mr. Taylor takes the Speaker's Chair.

Mr. Shaw: Mr. Speaker, I have a Notice of Motion in relation to Edmonton Klondike Days. Notices of Motion No. 16

Mr. Shaw resumes Speaker's Chair.

Mr. Speaker: Have we any further Notices of Motion?

Mr. MacKinnon: Mr. Speaker, I beg leave to give Notice of Motion re No. 17 Breeding Germs and Insects.

Mr. Speaker: Any further Notices of Motion before we proceed to the next subject?

Mr. MacKinnon: Mr. Speaker, I beg leave to give Notice of Motion re No. 18 more suitable accommodation for senior citizens.

Mr. Thompson: Mr. Speaker, I beg leave to give Notice of Motion No. 19 regarding a wildlife survey, and a further Notice of Motion concerning central purchasing department. No. 20

Mr. Speaker: Any further Notices of Motion. If not, gentlemen, we will go on to the next subject which is Notices of Motion for the production of Papers.

Mr. Thompson: Mr. Speaker, I have a Notice of Motion for the production of Papers. One is re Territorial Expenditures and the other concerns the Area Development Incentives Act. Notices of Motion For Production of Papers No. 2 and No. 3

Mr. Speaker: Have we any further Notices of Motion for the Production of Papers?

Mr. Thompson: I have one further one regarding the disposition of No. 4 Federal property.

Mr. Speaker: Anything further, gentlemen, before we proceed? Are there any Motions for the Production of Papers? We will now proceed to Motions. Motion No. 10, Mr. Taylor, Yukon Autonomy.

Mr. Taylor: Mr. Speaker, this is Motion No. 10, moved by myself and seconded by Mr. Southam, re Yukon Autonomy. "That Whereas a concrete proposal for a phased flowing transition from Territory toward provincial status has been proposed at the recent Northern Resources Conference, And Whereas it is deemed that the address proposing such programme is of sufficient importance to warrant the Motion No. 10

immediate consideration of the Yukon Legislative Council, Therefore be it resolved that the address of Mr. Eric Nielsen, M.P. given to Northern Resources Conference be now tabled and that Mr. Eric Nielsen M.P. be invited to appear before Council at this session now assembled to discuss matters related to autonomy for the Yukon Territory as outlined in same address." May I proceed, Mr. Speaker?

Mr. Speaker: Proceed, Mr. Taylor.

Discussion  
Motion  
No. 10

Mr. Taylor: During the recent Northern Resources Conference, one of the papers given gave reference to a plan by which the Yukon could possibly attain partial, if not eventual complete, autonomy. The matters contained in the address were of great interest I feel to both the Legislative Body here and to the people of the Yukon. It is the first constructive plan that I have ever seen outlined, and I am sure any Member that is aware of that address will certainly agree that this is worthy of further consideration. We have striven for auto-

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Mr. Taylor continues:

Discussion  
Motion  
No. 10

my, more recently in the last couple of years. We have tried to find a workable solution to some of our problems—problems here in the Territory. We are on the verge of an industrial boom shall we say. We are in a situation where we find the government lagging some three years or more behind industry and we also have a situation where, in fact, it has been said that industry will develop the Yukon Territory in spite of government. Consequently, I feel that it is of great importance that we embark upon this project at the present time, and the Motion would ask that our Member of Parliament, Mr. Erik Nielsen, would be invited to come before Council at this Sitting to further elaborate on his program for autonomy. I think Mr. Speaker, at this time, certainly there will be much time for debate on the whys and wherefores, rather than be repetitious, I would leave it at this point.

Motion  
No. 10  
Carried

MOTION CARRIED

Mr. Speaker: The next item on the agenda is Motion No. 11, Mr. MacKinnon, relation to dormitories.

Motion  
No. 11

Mr. MacKinnon: Mr. Speaker, Motion No. 11, moved by myself and seconded by Mr. Watt, re Dormitories. It is respectfully requested that Administration examine the feasibility of establishing dormitory facilities for school children, grades one to nine, in central communities as required throughout the Yukon. May I continue, Mr. Speaker.

Mr. Speaker: Continue, Mr. MacKinnon.

Discussion  
Motion  
No. 11

Mr. MacKinnon: Well, gentlemen, after the extended discussion yesterday, I don't feel there is much need of going into detail on this

particular matter. I think if you are willing to listen to facts, that you pretty well have everything at hand.

Mr. Speaker: Is there any further discussion on Motion No. 11?

Mr. Watt: Mr. Speaker, as seconder of the Motion, there were a couple of questions that were asked here yesterday and answers that were given . . . I don't think the Administration has given it enough thought right now and I think this will bring to their attention the possibility of something that needs to be looked into a little bit further. I think this is what this Motion does. It asks the Administration to look into this particular facet of dormitory provision for those that are under the high school level. The Administration suggested that . . . there may not be a need for it. If there isn't, well, then they will let us know in the Fall Session. I don't think they have looked into it close enough. This is my personal opinion from what I have heard. They say that there is no problem. There may not be any problem, but on the other hand, once this is brought to their attention they may find that there is a need for at least some kind of extended service below the high school level . . . at least maybe a grade where these children are close to high school level. They are big and they may not be able to get the accommodation that a real young child would be able to get in a private home. I think this would bring to the attention of the Administration to look a little bit further into this.

Mr. Speaker: Is there any further discussion before I put the question?

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Motion  
No. 11  
Carried

### MOTION CARRIED

Mr. Speaker: We will now proceed to Motion No. 12, Mr. MacKinnon, in relation to Thermo Power.

Mr. MacKinnon: Mr. Speaker, Motion No. 12, moved by myself and seconded by Mr. Watt, re Thermo Power. It is respectfully requested that the Administration consider negotiating for development of thermo power at Carmacks with Canadian Utilities Ltd. in the near future. May I continue Mr. Speaker.

Mr. Speaker: Continue, Mr. MacKinnon.

Mr. MacKinnon: As you are well aware, the ones of us that attended the Conference, would be quite enthused with the breakdown and the potential of thermo power at Carmacks. I think it would be a great thing for the town of Carmacks—a great thing for the entire Yukon to see this mine further developed and producing the power that is needed for the rest of the Yukon and the mining developments that are underway. Therefore, I hope I will get the support of Council and that this project will get more consideration than it did over a

Discussion  
Motion No. 12



year ago when I first brought to Council's attention and asked for a study to be made in the feasibility of thermo power. At that time, we got a report back. It did not show very satisfactory. Of course, I believe the report was prepared in this building. At what level, I am not sure. I think we have a very well prepared report here which is available to any one of us so I feel, therefore, that it is well worth consideration.

Mr. Taylor: Mr. Speaker, I couldn't concur with this particular motion. I am very contrary to this. In the first instance, the matter of Carmacks coal is presently under consideration and there are three possibilities for it, two of which take precedent I would suppose. One is the possibility of the coal, or a number of coal seams, being of coking quality for a smelter process in the Dynasty area. As a matter of fact, the Mount Anvil people and the Dynasty people have picked up many acres of coal around the Tantalus deposits. In the second instance, there is a possibility for thermo power in conjunction with the operation of that particular smelter and adjacent areas by that Company. In the third instance, there is a possibility that in order to provide hydrocarbons for the Crest development, which is known to be one of the largest in the world in relation to iron deposits, there is a possibility that this coal may be required to provide the hydrocarbons and heat for the processing of that particular iron deposit. Now, at the present time, as I say, studies are underway by both government and, I believe, the Parsons people. Another aspect of this that I don't like is the fact that we are singling out one particular group which is a private enterprise group, who are taking over full control of all power in the Yukon Territory whether we like it or not. I am not saying they are doing a bad job, but I feel they should be restricted to the production of power by diesel and this type of thing, and if thermo power is generated, or hydro power is generated, it should properly belong in the hands of the government and that would be through the auspices or the good offices of the Northern Canada Power Commission. I would certainly be loathe to suggest or to lend my weight to any suggestion that we ask a specific company to come in and develop one of the greatest resources that we have. I think this is something that government will develop, and I think there is a lot more to it than just coming along and saying we will negotiate for development of it. This is under study at the present time. I would urge Members of Council to bear this in mind and not to lend their support behind this Motion.

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FRIDAY, April 1, 1966.

10:00 o'clock a.m.

Mr. Speaker read the daily prayer and Council was called to order. All Councillors were present.

Mr. Speaker: Just before we have the correspondence, I would like to make a report in respect to the matter of the duties assigned to me to contact our Member of Parliament Erik Nielsen in relation to Having a meeting with this Council pertaining to, for lack of a better word at the moment, a more autonomous form of government...legislative reform. He is very sorry he will be unable to be present here on Tuesday of next week. However, there is an Easter recess, and he asked if it could be put over until Tuesday, April 12. That's the Tuesday immediately after Easter.

All: Agreed.

Mr. Speaker: Mr. Clerk, would you please read the correspondence.

Mr. Clerk: There is nothing this morning, Mr. Speaker.

Mr. Speaker: Thank you Mr. Clerk. Have we any Reports of Committees? Introduction of Bills, none. Have we any Notices of Motion and Resolution? Mr. Taylor, would you please take the Chair?

Mr. Taylor takes the Speaker's Chair.

Mr. Shaw: Mr. Speaker, I have a Notice of Motion in relation to the Klondike Historical Resource and I have another Notice of Motion in relation to the Klondike, Yukon. Notices of Motion #25, #26

Mr. Shaw resumes Speaker's Chair.

Mr. Taylor: Mr. Speaker, I would like this morning to give Notice of Motion respecting the City of Edmonton. #27

Mr. Speaker: Have we any further Notices of Motion? If not, we will proceed to the next item on the agenda, namely Notices of Motion for the Production of Papers. Have we any Notices of Motion for the Production of Papers? The next item is Motions for the Production of Papers. Mr. Watt, copies of papers from the Conference.

Mr. Watt: Mr. Speaker, Motion for the Production of Papers No. 5, moved by Mr. Watt, seconded by Mr. MacKinnon, re Bound copies of papers given at the Second Northern Resources Conference. It is respectfully requested that complete sets of the papers given at the second Northern Resource Conference be given to those Territorial Councilors wishing them. Motion for production of Papers #5

#### MOTION CARRIED

Motion  
Carried

Mr. Speaker: We will now proceed to Motions.

Mr. Taylor: Mr. Speaker, I wonder if this morning I could suggest that, in view of the urgency of three Motions to which Notice was given this morning, could be proceeded with this morning, and I could move that the Rules of the House do be waived in order to allow for the processing of these three Motions.

Mr. Watt: I will second that, Mr. Speaker.

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Moved by Councillor Taylor, seconded by Councillor Watt, that the Rules of Council do be waived at this time in order to expedite the passage of these three Motions.

Motion  
Carried

MOTION CARRIED

Mr. Speaker: Would you care to proceed, Mr. Taylor?

Mr. Taylor: Mr. Speaker, in the order or the manner in which these Motions were given, this is really the last, but I can proceed with it. As the Honorable gentlemen are all aware, we have a very, very serious problem before us. It was discussed in Committee yesterday and it has to do with what I often term the corruption of the Klondike theme at a point some distant from us here in the Yukon Territory. I speak more particularly of the activities now being undertaken in the City of Edmonton, Alberta. This has gone on for some three years. We have taken very little action to stop it. We have ignored the fact that this activity has been going on and what had started to be a once or twice a season operation, has now turned into a three hundred and sixty-five day operation, and it is now intended that the City of Edmonton will carry this operation way beyond their City and down to Expo '67 and it was agreed by Committee yesterday that every effort be made to resist this. Possibly I should read my Motion. The Motion reads as follows: Moved by myself, seconded by Councillor Shaw, respecting the City of Edmonton. Be it resolved that the following telegram be sent to the Mayor and Council of the City of Edmonton: The Legislative Council of the Yukon Territory on behalf of all of the people of the Yukon requires you to disassociate yourselves from Edmonton's commercial exploitation of the Yukon's Klondike heritage and that you now actively discourage further use of the word quote Klondike end quote in any Edmonton promotion stop. We are informed that Edmonton proposes to erect a quote Klondike end quote display at Expo sixty seven and we now serve notice of our intention to oppose by all legitimate means any such plan stop. You do a distinct disservice to your own history by parading in stolen plumes in a tawdry effort to outvie Calgary's Stampede stop. It must be clearly understood by you and your colleagues that the Klondike is an integral part of the Yukon's history and the legitimate birthright of its people. No financial consideration can possibly justify such violation of moral principles stop. We look forward to your early assurance that you recognize and accept the principles embodied in this telegram. This would be signed George O. Shaw, Speaker of the Yukon Legislative Council. May I proceed, Mr. Speaker?

Motion  
No. 27

Mr. Speaker: Proceed, Mr. Taylor.

Discussion  
Motion  
No. 27

Mr. Taylor: Well, I think that, as I stated earlier, that every Member of Committee is aware of the situation. We stand to lose



very, very quickly, unless this is stopped, one of our basic industries. It has been said that when a man steals another man's car, action is taken to have that car returned. When a man's money or jewellery or anything for that matter is stolen from him, it is only natural and right that this be returned to him, both by law, be it moral law or anything. Somebody has, in effect, Mr. Speaker, stolen our gold poke and we, quite frankly, I feel, want it back. I might say that the gold poke represented here

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Mr. Speaker: The Motion is carried and Mr. Southam will take the Chair in Committee of the Whole.

Mr. Southam: I will now declare a short recess while we get organized. Re Motion  
No. 10

Mr. Southam: I will now call the Committee to order. We have with us Mr. Erik Nielsen our M.P. who is going to discuss possible changes in Government, and I am sure he will answer any questions that you wish to be answered. I would ask someone to lead off.

Mr. Taylor: Mr. Chairman, this visit of Mr. Nielsen to Council I think is a product of a Motion passed in Council and this, of course, was sparked by an address given by Mr. Nielsen to the Northern Resources Conference with respect to the future possibilities of autonomy in the Yukon Territory. I believe this is why Mr. Nielsen has flown from Ottawa to discuss this most important item with us and I would suggest that we could probably take this point by point and possibly Mr. Chairman you could ask Mr. Nielsen to kick this thing off.

Mr. Nielsen: First, may I say how very happy I am to be sitting down with Council once again. It has been many years since this has occurred. It is something which I believe should be continued. It is most helpful for those responsible for the legislative functioning at the Territorial level and myself whose responsibility lies in the federal field with regard to the Yukon to have this kind of meeting frequently. Since the presentation of the paper that I delivered to the Northern Resources Conference, and as I indicated to you, I have prepared a further paper in Ottawa for presentation to our caucus committee on Northern Affairs. The material contained in this paper... this background paper... which I have in sufficient number to distribute to you if you would like to pass them along is, insofar as the blueprint for the future form of government is concerned, much the same as that which is set forth in the paper which I delivered on March 23. However, for the purpose of assisting in your own studies and for the studies of those in our caucus committee... of the background material and research material, I have listed certain references and certain books which can be referred to in order to get a more complete understanding of the basis upon which my presen-



tation of March 23 was made. You will find also that I have developed in some detail economic thoughts as to what I feel our future policies and directions should be—not only in the Yukon but since we also at the Federal level have the responsibility for directing our thoughts to the Northwest Territories, I have made some remarks to the Northwest Territories as well. If you would like, Mr. Chairman, I would suggest that possibly we discuss the matter in the two compartments...the first, the matter of the future form or forms of government and secondly, the economic blueprint which, again has been prepared on the broadest possible basis so that flexibility can be applied and the blueprint altered in any material form if that be the desire, but I would suggest to you that the economic and political theory can go hand in hand...like the two crutches...we must do this together. I don't think much point would be served in me reading my remarks on the political development. I believe that the Members of the Legislative Council had this material in their possession for some time now and perhaps it might be just as well, if any clarification is required, that I simply submit myself to answer your questions. I don't believe I can explain it any more fully.

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Mr. Nielsen continues:

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might say this—that I have endeavoured, and I will continue to do so to approach both of these very important matters—the political and economic development of the Yukon—on the basis of what is in the best interests of the Yukon and on no other basis. I would add further to that that the Leader of the Opposition has read this background paper I have distributed today and apart from giving complete endorsement to the suggestions I have made in the economic section with regard to the development of co-operatives...because these do touch on a political area very positively on the left of the center...he has approved every other portion of it as a matter of national policy as far as parliamentary policy is concerned. As far as parliamentary leadership is concerned, he has approved these submissions except giving his approval to the suggestions I had made in the economic section with respect to co-operatives. These, as you know, are in theory a socialistic concept, and as a matter of political philosophy, he can't bring himself to approve this.

Mr. Watt: Mr. Chairman, I haven't read the material that was distributed to us today, but if it was basically the same as we had the other day, I read that through several times and I approve in principle of just about everything that you have there. When I left Council here six months ago, it was in utter disgust of any hope of any change that the government of the Yukon would ever have. The Commissioner after that quit and backed up the arguments that I had given and added some more of his own. The people of the Territory became interested in a change of government and I think there is a chance of a change. At the time I quit, I was thinking we would be

lucky if we could just lean ahead. You have shown us how to take that full step. I would like to know what you think the chances...if you do get the complete support of Council...what are the chances of being successful of taking the steps that you have outlined in your Resources Conference presentation?

Mr. Nielsen: I am very optimistic. Of course I am an incurable optimist. If the proposals have no inherent weaknesses, and I don't believe they have, but I am sure there will be those who disagree, and there will be those who will be found not only in the Territory but in Ottawa who will not hold the same views that have been expressed in this background paper. As is well known, political forces come to play when any measure affecting policy changes are proposed...whether it be in this Legislative Body or whether it be in the Ottawa field. These matters have to be handled as they arise. I think that it can be said with certainty that the proposals will not find complete acceptance by departmental personnel. As I have pointed out in the background paper, the concept held by one, if not more, of the senior officials in the department is that of controlled exploitation of the North...which concept does not admit to any advances towards eventual autonomy. Controlled exploitation is a philosophy that contains in it an inherent rejection of any gradual progress towards autonomy or any relinquishment of administrative control on the Federal level. This is a force that has to be reckoned with—not only here but at the Federal level. Our arguments must be convincing and they must be in all respects unanswerable in order to succeed.

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Mr. Watt: Mr. Chairman, a supplementary question to... Re Motion  
you have proposed a system that is getting pretty close No. 10  
to provincial status which I certainly agree upon. It looks as if  
your proposals could become realities. In your brief to the Northern  
Resources Conference, you suggest passing over to us administration  
of what I would consider lumping together more or less of the bills of  
the Territory. Those that you could call assets such as Northern  
resources, oil and gas, and your water resources which are under  
international control anyway. Now, why have you withheld this? The  
economic control of the Yukon is going to parallel...the govern-  
ment is going to develop parallel with the economic development. All  
the Western provinces...all the prairie provinces, their economic  
development has been based upon these resources that you are  
withholding from us...not that you are withholding, but I am trying  
to suggest is why don't we finish taking this step and instead of just  
taking this step, why don't we take a jump and this jump I think we  
should be suggesting now...if your suggestions have a chance to  
become a reality, then this further jump I think should have just as  
much chance. Why don't we ask for the transferring of the water, the  
oil and gas and your minerals. The water is largely under interna-  
tional control here and the oil...that has developed a larger part of

your Western provinces and we need it. We need the revenue from it and your minerals which we are more intimately involved in than Ottawa is anyway. We should be closer to the actual happenings. We should know more how to develop it than Ottawa does. I would like to ask you do you think it would be possible to get the rest of this. I would suggest that the Council should ask for this. At least it would give you a better arguing point in Ottawa to get... I don't see any reason why we shouldn't ask for it.

Mr. Nielsen: Yes, the paper perhaps doesn't fully explain the reasons why I have suggested that we do not, as a Territorial Legislature, move into this field immediately, and I will do that in a moment. Before doing so, let me say that while I still remain of this view and after having read and studied the paper which I have distributed this morning, Mr. Diefenbaker expressed the same view as you do. He said he could see no reason why the proposal should not contain the control over these resources. My argument against that was this... and I still haven't been convinced that it would be wise to advance into this field at this time. What I have suggested and I think what the Council must consider is the fact that we are attempting... if these proposals are considered... to set up an entirely new legislative body. You might say it's not new. It's simply an increase in number. It is new in this respect—that the Legislative Body will be not even functioning like it is functioning now. It will be, in truth, a legislative assembly. It will have its majority and its minority and operate in all respects like any Provincial or Federal Legislature with divisions in matter of policy occurring within the Council instead of between Council and the Administration. It will have introduced into it a partial cabinet which, as the paper explains, in the fullness of time will mature into a genuine full blown cabinet. It will pass partial control over many areas of administration. There are some... and some very important ones... that have been left out at the moment such as labour for instance as well as resources which will eventually be assumed by a gradual... by a Council... an Assembly... which gradually increases its authority over the affairs of the Yukon. I believe... maybe I should say I have the conviction that until the suggested assembly... once it has been established... once the portfolios have been set up... once the whole machinery and structure of this new concept... I am convinced that it will take some time to acquire the skills and the experience before

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Mr. Nielsen continues:

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We are going to be prepared to advance to the next stage. For instance, in Revenue and Finance, an elected member of the Legislative Assembly such as is envisaged here will require I will suggest a few years before he acquires the physical skills and the administrative skills which he would have to carry into the administrative side of his function... quite apart from his function as an elected representative in the Assembly. He has another job and perhaps a



bigger job of administering and this phase of Territorial affairs. The same with Public Works because the suggestions, the proposals, envisaged what in effect is a Cabinet Minister responsible for various aspects of Territorial affairs. Not all of them, but at this stage those which I have proposed in the paper. I would suggest that as time passes that those skills and that experience will be acquired and that until then, it would be unwise to assume control over resources. The hydro-electric potential, for instance, of the Yukon River involving as it does International ramifications if it is going to be developed to its full potential is a matter which I would respectfully suggest upon which we are unable to negotiate with that degree of skill and experience which does exist, for instance, in the United States which would have the result of securing the best advantages to the Yukon and to Canada. If we were to sent a Minister...or correction...a Member responsible for resources in the new assembly at this stage... suggest to you with great respect...what...where would we stand? What chance would we have if, for instance, yourself, Councillor Watt, sat down with Ydahl and all his experts and attempted to negotiate an agreement with respect to the development of the Dyea project. We might be skinned. I am not suggesting that you haven't got that skill and experience that would enable you to get the best possible deal for the Yukon and for Canada, but I am suggesting that we simply aren't equipped and it will take time and experience to acquire the skill to be able to sit down and bargain. That's one aspect of the advantage that time gives us. Then, of course, too, in making the proposal that these resources don't pass now, I must say that I was impressed by the fact that it took twenty-five years...1905 to 1930...before the fullest resource responsibility to be transferred from the Federal authority to the newly created provinces in the West. That twenty-five years provided those assemblies with the necessary time during which they did acquire these skills. Not that it helped Alberta for instance in the field of oil and gas where the majority control of that resource is actually in pretty foreign hands now. This is what could happen if we are not very soundly grounded in the experience that comes only with time.

Mr. Southam: I will now call a short recess.

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11:00 a.m., April 12, 1966

Mr. Southam: Gentlemen, I will call the committee back to order.  
Mr. Watt, I think you had a question to ask of Mr. Nielsen.

Mr. Watt: Mr. Nielsen has made a couple of suggestions on this Northern Resources here and his main objections to passing this over to us now or to suggest that it be passed over to us now, he used the example of water export and one of us trying to barter with somebody like Udall. But water is in a different category than the oils and mines and minerals. I go along with you on your suggestion that

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water may not be transferred right now but anyway negotiations such as that water is international here. Most water here is all international anyway and it wouldn't be somebody from here bartering with somebody from the United States, it would be somebody from here plus somebody from Ottawa and Udall and his friends and therefore Ottawa has a veto power over this international water and all we would be doing is working with them. But, that particular one isn't the primary concern to me, the oil, the mines, and the minerals, are primary concerns and you are suggesting possibly we haven't the experience yet and we should have more experience before this is transferred over to us. You stated that it was twenty-five years in Manitoba that after they became a province that they accepted these responsibilities and it was after they did accept these responsibilities that they did start to develop, their mines and minerals and their oils in these western provinces. So, before it was transferred over to provinces there was very little development done to it and this is one argument I would like to see you use in helping us to get all our mines and minerals and another suggestion was that we do not have the experience. This particular argument, I would like to suggest that when we get a new Minister of Northern Affairs, whoever he is whether he is Liberal or Conservative they have had little experience with northern affairs, particularly in the Yukon, and I think that everyone at this table has had more experience in northern affairs and around here than your last four or five Ministers, start with Hamilton, he was a school teacher in Saskatchewan with very little experience here in this field, then you had Dinsdale, Laing. To mention Laing, on his first trip up here he said it was a familiarization trip and he couldn't do anything. Six months later he came back and said he was still getting familiar so there was a year gone. It was a year before Hamilton could say anything and a year before Dinsdale could say anything, so there is four years gone out of about six before anybody could say anything and in the meantime we had a new Commissioner. He didn't feel that he could say anything and relied on the heads of the departments for quite a little while too before he could say anything. Therefore, everytime a Minister changes he is in no better position to administer our mines and minerals as this group here. I think that maybe we are lacking inexperience now but I think we could be gaining this experience pretty fast. You suggested that we should have a larger Council. I agree with this if we have more responsibility. If we are going to have 15 members sitting around here doing exactly what we are doing now I wouldn't agree with. If we could pass on some more of this responsibility as you suggested Justice which is good and there are others but I think that we need quite a bit more yet and you also suggested we should have experience as a larger Council before these things are transferred to us. I say, why couldn't we do this, we have seven members right now and each one right now could take the head of a particular department, help guide it through the council as far as the

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Mr. Watt continues:

budget is concerned, and work with the heads of the department. I think that would be a lot more satisfactory than using this Financial Advisory Committee now which has proved to be not very helpful and this would give us a year and a half's experience, before this larger Council is formed. This would save us the year and a half that you are suggesting that we wait for before we gain any of this new responsibility. At that time you could have that larger Council, it could possibly be more than fifteen members, it could be seventeen. As far as the cost is concerned, it is going to cost more here, but you are going to have a reduction in Ottawa. The figures I have from Ottawa is that there are 120 men employed for the N.W.T. and the Yukon, administering from Ottawa, and of those 40% are spent on the Yukon. Now that is 50 men right there that we would be replacing. We could reduce that to about one and that would be quite a saving. This is what I would like to suggest and am mentioning it right now so that you can comment on it and the other councillors can think about it and possibly before this Session is over we could do something about it. We could eliminate this Financial Advisory Committee or revise it and each one of us take a head of a department, somebody Game, somebody Finance, etc., a bit of a cabinet minister and see how it worked and this would give us a year and a half experience with this type of government. Your other argument about us not having experience, possibly we don't but has Hamilton, a schoolteacher from Saskatoon? He was one of the latter northern Ministers, he had never been up north before and I think Laing is in the same position. These are the men that are the heads of the departments in Ottawa that are running all the things here that you say we don't have enough experience to run. I am not saying this—I am trying to give you arguments that you can help us with and you have given me encouragement in thinking that this is possible now and possible by 1967. I don't want to wait 20 years, I am getting too old and too fast. Would you comment on this Mr. Nielsen?

Mr. Nielsen: First, I think we should recognize the fact that for several years, even accepted amendments to the Yukon Act which would bring about these changes, we in the Territory will be heavily dependent upon federal investment for our development overall. This must be accepted. If the resource responsibility is transferred I can envisage the federal government saying that the Yukon Legislative Assembly will have the responsibility of the complete development of those resources, including any investment necessary to construct roads, including any development necessary to replace the vacuum that would be left by withdrawal of that federal-fiscal responsibility in the resource field. As an example, and I mention this only for the purpose of an example, the roads to resources which was commenced in 1958 has ceased because it is not the policy of those now in

government to make contributions in this area of national revenue to the construction of roads which they feel are simply pure, a Provincial responsibility. That could occur here because the development roads program was the northern version of the roads resource program, so that this is a fact which I omitted mentioning as a valid reason for going slow on the resource transfer at this time. Eventually we should gain control of this. My target suggested is at least three Sessions of a four year assembly. That would be 12 years. The mention of 15 members doing nothing or the

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Mr. Nielsen continues:

Motion No. 10 mentioning of assuming ministerial duties deserves comment. In this context, what we are trying to build is a parliamentary institution rather than a Council which functions more as a committee critical of the administration twice a year. What we are trying to do and I suggest, a parliamentary institution wherein and only wherein policies are developed and passed on to the administration which comes under the control of the assembly for implementation. In that initial 1 member assembly there will be five of the members who will be part of the majority who will have full ministerial duties which will occupy them twelve months of the year, who I can see as having permanent officers in a territorial administrative complex and having full authority to administer departments and who would report to the majority to the government of the Territory and who in all respects would act as a Minister on the provincial or federal level. This is not possible now and none of these things would be possible now without the consequential amendments to the Yukon Act. This Council cannot change these at this time. The eventual assumption of full autonomy will be a complete repeal of the Yukon Act and the creation of a province, at which time all responsibility and all power would pass to the Province of the Yukon. But it is impossible as suggested from a practical view to amend the Yukon Act at this time to clothe each member of the seven man existing Council with what would be ministerial power. It would be impossible even if the amendments were there to function in this way because you would still have seven members of an elected council with no fiscal control by virtue of Section 24—Prohibition, and in effect with no opposition. You would have seven men setting policy in an atmosphere of unanimity which is not democratic but unhealthy and foreign to our concept of having two viable living forces in a parliamentary institution, or one which is an alternative and one which is always critical of policies being advanced either destructively or constructively. The estimate of 40% of 120 men advanced by the department of personnel is grossly exaggerated. In terms of money, maybe yes, but in terms of men, it is a gross exaggeration. One thought I will leave with you whatever decision you come to, whether it be for resource control at this stage of the suggested reforms or not, the structure of



he suggested reforms must be kept intact. Whatever responsibilities you want that structure to assume, if you take away any part of that structure it alters the whole concept of that proposal, it alters the fundamental idea of creating a democratic assembly which has a government in majority and has an opposition in minority, the government supplying the selective personnel to, in effect, exercise ministerial powers and are a partial cabinet. If you are for that structure then the whole concept falls to the ground. Whatever your decision might be, this will happen.

Mr. Watt: I have given quite a bit of thought into that, the amount of money that the federal government is putting into resources and I was also going to suggest that we eliminate the position as Commissioner, after a year and a half, a Lieutenant Governor with more powers than the normal Lieutenant Governor be appointed. With that respect I would suggest that any federal expenditure on these resources where the federal contribution is, say, over a third, then the Lieutenant Governor would have a veto power over the expenditure and that would give them control over some of their resource expenditures and a lot of these resource and highway expenditures are ones that the provinces have normally now. Your through highways, the Alaska highway, and the resource roads get large percentages of federal contributions there. I had

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Mr. Watt continues . . . . .

talk with Mr. MacKenzie about funds and financing and his Motion No. 10 suggestion for financing ourselves. The money that is voted by us, 60 per cent is supplied by Ottawa and 40 per cent by ourselves. Now, bringing this we are taking into consideration. . . we are adding to our part the part that the provinces normally get. . . what we would get if we were a province. So the economic outlook isn't what most people think because the provinces do get a lot of help through grants, resource programs and a few other programs, so the economic part isn't as bleak as most of us think. The ministerial responsibilities that I mentioned, I was suggesting that if we each took the head of the department now we would be acting for the particular person in charge of the department. We could see how it works and if it works favorable then we will have proved ourselves able to take care of the responsibilities of a cabinet minister. That would give us a year and a half to prove ourselves and if we can the responsibility should be transferred to us. Those that replace us here will be just as intelligent as we are, maybe more so, but the heads of these departments and a percentage of them may not be here. I would like to comment on this.

Mr. Nielsen: Another aspect, the fiscal consideration must be given when transference of resources are considered. It applies not only in the tremendous investment being made in communications of



all kinds at the federal level. . . .an investment which we in our existing economical level are incapable in the Yukon of making, lies in the field of processing, mineral processing. The federal government has right now a study underway in which it is participating very heavily in the N.W.T. concerning the feasibility of the construction of a smelter at Pine Point. We have suggested that, in reply to the announcement by the Minister of Northern Affairs in the House of Commons, such a study be made in the Yukon. We simply have not in the Yukon, the resources to undertake this kind of a thing at the moment. I agree that we will have it eventually and agree with your outlook as to the future of the Yukon, it looks very bright indeed. but I suggest that we proceed very cautiously before cutting completely what I call the umbilical cord. We have to be weaned first in the processes of government and during this period not only will we gain the experiences necessary and the skills necessary but we will also allow autonomy to grow and I agree one hundred per cent where you infer that the transference should not be dependent on the smallest bit upon the concept of "he who pays the piper plays the tune." As I have said before, there is no price tag on democracy and either this body is going to develop into a democratic institution and function like one or there is no point in continuing. Now, this is where you and I disagree, Councillor Watt, on this business of the seven members assuming the pseudo or half or full ministerial control at this time. This is fine, to the concept of what the proposal is all about. Let me draw you a parallel. It has to be a ridiculous parallel but what would be on hand in such a suggestion is the same thing as saying that every member of the provincial legislature should have some kind of ministerial responsibility. We would do away with the opposition and have one big happy family here and all doing something with respect to the administration. The same thing, at the federal level, it's fundamental in it's concept, and I suggest to you, even though I will likely find a hundred per cent disagreement on this, it is fundamental that that kind of thing exists now even in the south. There must be this opposition and policy making process. On the policy

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Mr. Nielsen continues. . . . .

Motion No. 10 making side there has to be the ministerial responsibility, that is part and parcel of the whole democratic function. But as soon as you start gathering around the table we destroy this concept. All that is inherent in this suggestion is a shift, instead of the council critical of the administration the administration will be critical of the way you are doing your job. I don't think, back to one point to fiscal responsibility. . . .again I agree completely with the views that you have expressed Councillor Watt. For over a decade after Manitoba became a province that province was very heavily dependent on the federal fiscal support, notwithstanding the fact that they ha

complete control, including resource control, over all their affairs. Historically the proposal that these responsibilities can be passed without being fiscally independent is a fact and currently it is a fact in Prince Edward Island and Newfoundland. They are very heavily subsidized today by the federal government. Withstanding that fact they have full control over their affairs with a fully formed and functioning parliamentary democratic institute. So these arguments are set forth not at much length.

Mr. Taylor: Mr. Chairman, the topic we are dealing with here is of great import. It is something that Council has considered from time to time and among individual members of Council and I feel that in this respect that there are several reasons that should be taken into record as to why we wish these changes affected and as to how we are going to do it. I think it is agreed by all members that there is each year an increasing desire from the people of the Yukon for autonomy and a chance to rule their own roost. I think there have been many inadequacies shown by our form of government. I understand that this is the only form of government in the western world. This was exemplified in Skagway when we sat in sheer frustration with people in Alaska and discussed roads, water use, and many things, but frustrated to a point where we could neither negotiate or give much information on either side. We haven't the right to even primary negotiation in other words, which is just one point. I think that we all agree to that the future autonomous position of the Yukon depends on our ability to build population and to build industry and I think that these two are of great importance and our ability to control our resources and therefore become competitive with the other provinces. This brings us to the point that we are going to have to be in a position when we make this move both legislative and fiscal wise to present incentive to industry and to the general population. Ottawa does not seem amenable to this and we have got to do this at home. The resource revenues are passed by and deficit financing comes into the picture. I don't know too much about deficit financing but I do know one thing, and that is the fact that we have resources here and we have water power, forests and many things which we could deficit upon. The time to effect this change is now in the Centennial year. This could be Canada's outstanding centennial project, one to capture the imagination of all Canadians from east to west and from north to south. So I wholeheartedly support to a degree the proposals here and I think we have got to spell them out. As I see it and understand and from what we have discussed, we are talking about increasing the size of council to fifteen members from seven.

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Mr. Taylor continues . . .

this would have to be a package deal, I don't think you can take any part of these proposals without taking the other part. It is all or Motion No. 10

nothing. We have an increase to 15 members and would have four or five to take a quasi position and take on cabinet responsibilities. One of which would assume the quasi Prime Minister and would eventually become Premier through this transition. The Commissioner would become no more than Lieutenant Governor. Then I assume and correct me if I am wrong, that all administrative responsibilities which are normally accrued to the provinces now would be turned over to the Territorial control with the exception of the natural resources. Now, getting to that point, I am under the understanding that we are not to take over resources but I should be emphatic that we are not ready to take over overnight but we should be able to exercise a much greater force than we are now exercising. I feel that the 25 years as done in Manitoba is no longer a realistic period of taking over. In this modern space age we could take over much faster than that and competently and I think 15 years would be more like it. We are living in the Dark ages and the NWT is that much further. Government is lagging three to ten years behind industry. Industry is itching to develop the Yukon and we haven't the roads, bridges, ferries, etc. to develop the Yukon. We haven't got anything. Private enterprise will develop the Yukon in spite of the government. Now this brings us down to three points. I first feel that the proposals after we finish our discussion, and I hope we give this lots of discussion as this is one of the most important ever held at this table, that these eventual proposals as amended or outlined be set out in concise form and I think representation should be immediately made to the federal government through one of the standing committees, even if it is a joint one from the senate and the House of Commons. We have got to expedite this thing as soon as possible. The third point is that we are just in the process of negotiating the five year agreement and from what I have seen it doesn't look too realistic but all these are correlated and if we are going to amend the Yukon Act and effect this change prior to 1967 then what do we do about this five year agreement I would like to have a comment on this from Mr. Nielsen. I have given a great deal of time and work on this subject of autonomy and I would like to see it pursued to the successful conclusion.

Mr. Nielsen: There is one very important point raised by Councillor Taylor and that is the one of making representation before a parliamentary committee. As members realize there are two bills before the House of Commons now, both of which have had first reading, Bill C146, and act to amend the NWT Act, and C147 to amend the Yukon Act. These bills, affecting as they do the fiscal and administrative provisions of the Yukon Act provide a vehicle, a timely vehicle, for bringing the views of Council before the parliament of Canada. There are two ways which this can be done. The first is for me or any member of parliament to move in that House that the bill to amend the Yukon Act not be read but be referred to a standing committee. And then the members of Council can present



their views before that committee. The second method is to appear before the committee on Northern Affairs and National Resources, which has already had its first meeting, and to present the views held by the Council on what we call item one of the estimates. These are now before the standing committee. Parliament reconvenes on

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Mr. Nielsen continues:

the 19th of this month and that standing committee and its consideration of the estimates of the Department of Northern Affairs and National Resources, to become Indian Affairs, will be again up for consideration. I could move, probably with support of the membership of that committee, that the members of council appear before it. I think that would be the least desirous of the two positions to take. I suggest that the Council endorse the idea of moving the House of Commons itself to refer the Bill to amend the Yukon Act to a standing committee because it is at this stage where you ought to make representations for changes in the fundamental structure of the Yukon Act. However, it does involve this, as you know one of the provisions in the Bill to amend the Yukon Act is that which would increase the indemnities of members of Council to \$5,000 a year plus certain amount to fringe benefits such as to the members of the Financial Advisory Committee. If the course is followed where the House of Commons is asked to defer this bill it will mean necessarily a delay in the passage of that legislation and a delay of the day on which the amendment will be increased. However, you might come to the conclusion that the proposals and that the objectives we are trying to achieve is much more important than \$2,000 per year per member of Council. You might also come to the conclusion that this is the time that the members of Council you no longer wish to be treated as fully irresponsible people, we are fully capable to set our own indemnities instead of being told what we are going to receive or not going to receive, by the government of Canada. These are the two courses that you might follow and this is the decision as to what course I am to be directed to follow.

Mr. Taylor: Mr. Chairman, always when we talk about turning a bill loose, a principle loose, down in Ottawa there is always the underlying fear that you lose sight of the thing for a long time. When we dealt with the Court's Act we found this, it is going into a hopper machine and you are not going to see it again until the second reading in the House. I think here again that I would express that fear, that somewhere along the line someone in the Civil Service or at the Cabinet level would introduce something into the Bill that would not necessarily concur with the thinking here and I think that prior to anything being submitted, if it is a case if we can't go before the standing committee and plead our case which I think we should do, then it seems to me that we have got to sit down here and negotiate that Bill. The Bill has got to be drafted and discussed in the



finest detail here and sent down with the express idea that it not be changed. This may or may not be possible to do. But, just to give "carte blanche" to something, I don't agree with that, we have got to be a little more specific. As far as the indemnity is concerned I heartily concur that the other is far more important than a raise, if we can effect it, I think this is going to be a good thing. I would like to hear your opinions as to the negotiations of this next five year agreement in relation to this change. And when could this change be effected, could it be effected before 1967?

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Motion No. 10 Mr. Nielsen: The fiscal agreement would have to be reconsidered in whatever light the Council intends to submit and whatever the departments of the federal government is prepared to accept. If they accept your proposals as they are considering them now it will mean that additional money will have to be calculated for the administration of Territorial affairs. This will have to be worked into the fiscal agreement if it is not already there in some sort of flexible catchall pocket to begin with. The probability of the bill being pigeonholed is remote. The probability of either one of the proposals I have put to you is remote if I am able to stand in the House of Commons and say this motion is being presented by the Yukon at the unanimous request of the elected representatives of the people of the Yukon who want to be heard, there is no party in the opposition that would vote against that sort of motion. I think, indeed, that the government wouldn't allow it to come to a vote, they would readily put it to committee. How rapidly that moves depends on what is said and what ground is covered but I could see the bill moving in and out of committee within thirty days and back into the House for a second reading with suggested amendments. I am not going to say the government is going to accept the conclusions of the committee which you as members of Council place before the committee, but I am suggesting to you that it is timely to do so now and it is important to do so now while the bill is open for amendment and while the bill is before Council. If this opportunity is foregone heaven knows when it will come again. Right now the vehicle is there. The last time it was there was 1960, six years ago.

Mr. Shaw: Mr. Chairman, I would like to see this further discussed after lunch if we may.

Mr. Southam: At this time gentlemen I will call a recess for lunch and we will reconvene at two o'clock this afternoon.

RECESS

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April 12th, 1966.  
2.00 o'clock P.M.

Discussion  
on  
Government

Mr. Southam: Gentlemen, I will call the Committee to order and

continue where we left off, and I believe Councillor Shaw had a question.

Mr. Shaw: Mr. Chairman, I have not a very good voice today, but my ideas have not changed much over the past period of time. In relation to this, what you might call Parliamentary Council Reform. When I first saw 15 members, it seemed like a large body of men. However, looking it over very carefully and trying to analyse it down, it appeared to be about the minimum amount of people in which we could make something like this work. I have been at this Council table now for eight years and I can truthfully say that each year it appears to become more frustrating under the title of colonialism. I cannot see as you can call it anything else. The Council itself, if you use a parallel of this being the army, they are not leaders and people that talk, they are in the ranks of sergeants. They have ideas, but if the ones up above do not like the ideas, well, of course there is nothing that comes out of it. It does not matter what we want to do. All we can do is just merely suggest the course of action to be taken. We have a very good illustration just this last week or so on one could say, this battle, which is what it is, with the City of Edmonton, in order to try and retain an integral part of our history which belongs to us and it belongs to no one else. No one can justify anything else. This Council have in the past, and certainly a year ago, have complained bitterly about Edmonton's part in this unorthodox promotion which they are doing with a piece of our history and we asked the Administration to do something about it. The Department of Publicity to do something about it as an agent of this Government and we got exactly nil results. It is quite understandable that there were no results, due to the political complexity of the Federal Government and its connection with the Territorial Government, it takes it into the area of politics which makes it difficult. And in making this statement, Mr. Chairman, I am not intending it to be any personal reflection on anybody in the Government or otherwise. It is a fact—had we had our own say in the matters, we could have got up and we could have stopped this many years ago, as we could have Prime Minister Bennett or Prime Minister Manning if somebody had been taking away the Calgary Stampede, and so on. So that is a very good illustration of how, in effect, this form of Government is as far as representing the wishes of the people of the Yukon Territory. Now this is a small matter I can quite see in some ways. In other ways it is very very far reaching, because this is one of our resources. It is one of our renewable resources and it is something that we are quite likely to lose. At the present moment I do not know what action has been taken by our Grandpas down in Ottawa that are supposed to be looking after our interests. Maybe they are making a great effort that I am not aware of—I am not aware of it yet. Had we had our own say in the matter we would have known what the actions are—the actions would have been taken

and would have been dealt with. Now I know in the exposition of 1967 I do not believe that our Territory is represented, or at least, if our Territory is represented, then I do not think the North West Territories is represented because they have, I think, a total of 15 divisions in this particular symbol which they have for this. Now myself I am of the opinion, Mr. Chairman, that the most important thing that is before this Council at this time is to endeavour to get autonomy for the Territory. As I stated, at first 15 members seemed to be a great deal. In fact too large. But when I studied it, I found out that it would be very difficult for it to work with any less.

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and as far as economics are concerned, I am sure that an additional eight men to this Council would quite likely mean that we could take out about 30 or 40 men in the Northern Administration Department so Canada would absolutely gain by it tremendously as far as dollars and cents were concerned, and of course the people in the Yukon Territory would gain by having a little more say in their own affairs. At the present moment the Yukon Territory is in a state of flux. It is what I would say emerging, and it is vitally necessary that we get Government right in the Yukon Territory so that answers, decisions can be made. Now another facet of it is where we have 15 members in this Council opposing me if I were in this Council or whatever you may call it, it would be a political person like myself and if I did not like a Department of Government or the way they ran things, I would be quite within my right and it would be ethical that I could say to him, Mr. such and such, I do not agree with what you have done, you have done this, you have done the other and I think that you ought to be fired out of the job and so forth. At the present moment when a member of the Administration comes up here, we call them as witnesses—the head of a Department and I am in the untenable position, Mr. Chairman, where I cannot say, you are doing wrong, you should do this, you should do something else. I have to stand back there and I cannot state my feelings as I would like to state them. It would not be fair if I did. That person is an employee of the Government and he does not have the same amount of discussion in this house as I would have, so in stating that it would be wrong to complain to him about this particular matter. It is very well to say that we can complain to the Commissioner. This is not very satisfactory because the commissioner is also bound by the dictates which he receives from time to time from the Department of Northern Affairs. And I could go on on this so that it would just be a continuous repetition. I would be one of the happiest persons in the Yukon Territory, Mr. Chairman, if it could be arranged, if the Council could go down to Ottawa before a Committee of our elected representatives and give them our report on how we think things should be implemented for the future of the Yukon Territory. Mr. Nielsen has brought up the matter of indemnity. If this could be arranged, the



our indemnity programme, or the bill going before parliament, may be curtailed. But as far as I am concerned I would be quite prepared to curtail that for any period of time in order to get this particular matter of autonomy, or more say in our own affairs before parliament and get them to enact legislation accordingly. I am quite in agreement with the policy for the time being, I won't say any length of time, but I would say for the time being that the Federal Government look after the matter of water resources and mining resources. I can see that as quite advantageous in many respects as far as the Territory is concerned. They have the knowledgeable persons and the contacts as far as the water resources are concerned and as far as the mineral resources I think from time to time it would be necessary that we get considerable financial assistance in order to exploit this mineral in the Territory which we won't have the finances to do at the present moment. As Councillor Taylor has stated in fact I think he stated this a year ago, this would be a tremendous anniversary gift, 100 anniversary gift to the Yukon Territory and in fact in all of Canada to incorporate this type of Government, this progressing Government for 1967. It is something that just has to come at this time. When we were in the position that nothing was happening in the Territory it was not too important but now when the Territory is expanding, it is vital and it is necessary that we do have more of the management right on the ground and right here. And far from it, Mr. Chairman, being an expense to the people of Canada, I think myself that it would effect an economy. I see absolutely no reason why it would not effect an economy. It is something that I

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would expect that we would have so many dollars to work with over a certain period of time and we would have to expend that accordingly and that would be expended according to the wishes of the people of the Yukon Territory. Certainly not be some persons who are three or four thousand miles away. It would be something that would be implemented by the people that are here, the people whom it concerns, and the people whom it is for and I just cannot see any logical reason why a programme such as this cannot be implemented. I would like to go on record, Mr. Chairman, as stating that anything I can do to further this and, if possible, get it through before the fall of 1967 will get my unqualified support.

Mr. Boyd: I would just like to put a feeler out to Mr. Nielsen. We have been talking about the cost of living in the Yukon. It has been stated here in writing it is 25 per cent higher than many other places in Canada. Education is going to go higher and higher and so are other things. If we were to get the proposals contained herein, would we find ourselves possibly wanting help? Would we be up against further restrictions because of what we are doing and because Ottawa might feel they are only required to do a certain amount we



can do the rest ourselves. Thereby we might have to tax ourselves heavier again, which I think is impossible. And would we have any chance of being able to reduce this 25 per cent through Ottawa's considerations?

Mr. Nielsen: The proposals that are outlined are based on the premise that fiscal guarantees will continue as they have in the past and indeed increase, particularly in the resources development field as they have been increasing in the last few months. Mr. Laing's announcement of a million dollar development fund, it is a small amount, but it is a start. But this programme of education, the Federal Government intends to continue with this kind of investment in the Yukon and the Northwest Territories. But certainly if the proposals that have been outlined, if adopted, had the result of discontinuing this kind of Federal fiscal guarantee, then it simply could not be done. This of course is perhaps the most cogent argument, not reasonable in my opinion, that the Department is using. They say in effect, until you are economically able to support your own affairs then you no right to meddle in them. I do not accept this view. It is not consistent with the democratic way, with the democratic process and the creation and function of democratic institutions rests on disability, but this was not the case when Manitoba was carved out of the then Northwest Territories as I have pointed out, nor indeed, you mentioned the case of Education, nor indeed is it the case today in the Northwest Territories where administrative responsibility ultimately lies in the Department in Ottawa. Indeed there is a whole division set up in Ottawa to handle education process. Nonetheless, the money, federal money that is, goes to support Northwest Territory system, is administered and spent by, in Yellowknife, the school board. So here you have, in this small facet of the overall fabric of political development in Canada's north a single school board administering Federal funds. Now the Federal Government naturally believes that these people, these are local people who sit on the school board and who comprise the school board, that this body of local people are responsible, intelligent people who are administering thousands upon thousands of dollars of federal money, in effect a federal school system. So if the principal is acceptable even to that small degree, it is acceptable in respect of these proposals I would suggest. The proposals rest on the supposition that the Department, and consequently the minister responsible and the Government will accept the proposition that it is more important to the building of this country, and by this country I mean Canada and the Yukon

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specifically that investment be made in the political and Government process of development just as important as it is to spend a quarter million dollars moving a sternwheeler from one section of the City of Whitehorse to another, perhaps more important. I feel it is. That same

sum that is being spent, and it is a worthwhile project of course, I am not panning it at all, but the sum that is going to be spent on that project would keep this proposed legislative assembly of 15 people calculated at \$5,000 per member, plus five people acting in a ministerial capacity, calculated at \$8,000-\$10,000 for four years. So which is more important?

Mr. Taylor: Mr. Chairman, I have a question that relates to our present position as a Territory and as a legislative body. I attempted to raise this over the years several times, but I could never get a recorder to find out what our true status was. I think the last time was in 1964. In any event, there is one puzzling little item here. In the eyes of the judiciary the Honourable Mr. J. H. Sissons on the fifth day of October, 1962 in part stated that the Yukon is still a crown colony. The legislation and administration are controlled by the Canadian Government. There is no legislative assembly. The executive body and the legislative body are one and the same. The Council is to aid and advise the Commissioner. It is not a legislative assembly and is not responsible to any legislative assembly. Well then that fall Justice Sissons' counterpart here in the Yukon, during the case involving a member who was expelled from this Council, he stated this Council of the Yukon Territory rightly or wrongly has deprived the plaintiff of his seat and this court has no jurisdiction whatsoever, nor has any other court in Canada any jurisdiction whatsoever to enquire into the matter. Now he goes on to state that this is not a matter in which I am permitted to exercise any jurisdiction. So it seems to me it is from these two documents that, in the eyes of the Department of Justice, one precedent has been established stating that we are in fact a crown colony and have no status whatsoever and the other recognizes us as a legislative body. Now how would you reconcile these? Of course this leads to the question that if we can produce what we are setting out to do here, produce autonomy for the Territory, just where do we start?

Mr. Nielsen: First I think it is important to draw a distinction between the decision of the independent judiciary in the decision of Justice Sissons and Mr. Justice Parker and the Department of Justice. One cannot say that these are opinions of the Department of Justice. They are not. They are opinions of two supreme court judges, independent of the Federal or Territorial Government entirely. In the second place, I can agree with both opinions. I must find they are both reconcilable. Mr. Justice Sissons is correct in his description of the Yukon as having a colonial status in the sense that there is a complete separation of the executive legislative functions which is completely inconsistent with anything other than a colonial form of administration. The fact that the Yukon Territory and the Northwest Territories are part of the land mass of Canada does not make it any the less a colony simply because they are attached to the mother land as opposed to Rhodesia existing across the seas. But he

is incorrect, with great respect to him, when he says that the executive and the legislative function are one and the same because they are not. Indeed the powers of this Council are restricted by virtue of the provisions of section 16 of the Yukon Act, a Federal Statute which has created this machinery of so called government in the Yukon. That Federal statute, like all other Federal statutes, is subject to judicial interpretation. Just like the British America Act is and has been subject to judicial interpretation not only in the privy council in England, but also by the supreme court of Canada today. A very classic example of the kind of interpretation the courts

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put on the powers of Government is the approach and the number of cases which were taken to the supreme court over the attempts of the newly created social credit government in Alberta to invade the field of insurance, to invade the field of banking, and to invade other Federal fields. The supreme court of Canada said this is wrong. So I must disagree also therefore with Mr. Justice Parker when he says that this council is supreme in these matters because if the question of the right of a member of this Council to sit, as in the case mentioned by Councillor Taylor, and if it involved an interpretation of the Yukon Act, then Mr. Justice Parker had jurisdiction, I believe he did have in this case. However, I believe I am in a minority in that the Court of Appeal upheld Mr. Justice Parker in this respect but this does not mean to say that they are right. Today I think that we exist in a colonial limbo in the Yukon. The council has no positive policy making powers. The Council's powers are restricted by section 16 of the act which purports to give responsibility in a wide field of legislative functions, but section 16 is a shallow disguise, a shallow legislative disguise for creating the image of a responsibly functioned legislative body when in fact it is not, because this Council has absolutely no positive physical powers and until that kind of power until the Council or the legislative body is clothed with that kind of power, then it can have no possible control over the executive and that is the vital distinction between a colonial status and a genuine parliamentary institution.

Mr. Taylor: What would be our position, Mr. Chairman, in relation to this programme of autonomy?

Mr. Nielsen: Should the reforms go through. If they are acceptable to you and if we are successful in obtaining this kind of advance from the parliament in Ottawa, then we would be one step further away, a giant step further away from the colonial limbo which I suggest exists now. But not completely severed from it. We will not achieve that severance until such time as we have, assumed complete legislative responsibility. We won't reach that stage until we have the resource control, the control over labour matters and other very vital areas of the executive function which I have left out of these



proposals because my suggestion being that we can only advance so far at a time. This is a substantial advancement. Once the ultimate objective is achieved for political development of the Territory then the colonial status will cease. The time will arrive when the legislative body assumes complete control over the executive function where it is subservient instead of the Council.

Mr. Shaw: Mr. Chairman, now reviewing the situation we are in the process now of concocting what we call a five year plan. In other words this is a plan that is made up by the Administration in the first instance and then it is gone over by this Council and recommendations made towards putting this in or taking that out or whatever changes they feel are required and if the Administration agrees, then that goes forth and if the Northern Affairs agrees, then of course we set an amount each year of X number of dollars for certain specified projects. I carry that a step further and we say that we make up the same type of agreement but in this agreement we have provision whereby we are creating a 15 member council with the inclusion of one person of members, five members or four members or certain members of this board being in the category of Minister. Well, in summing up this situation, we have a five year agreement made. It will be identical with what we have made now with this exception that I have mentioned. The only thing that I can see that any person or persons in or out of the Government could have in implementing this plan is by virtue of the fact that they feel that we are not competent to manage our own affairs. That is the only thing, Mr.

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Chairman, that they can put any argument forth reasonably or otherwise. They feel that the people of the Yukon Territory are not qualified. And I say we are just as qualified as they are and I say it by virtue of the fact that we are closer to the modus operandi, we are better qualified. So I would ask Mr. Nielsen can he feel, can he give any opposition to this plan if he were an opponent of this particular plan, could he put forth any argument except the argument that I, without actually stating it, that I do not think that you gentlemen are able to cope with this situation. You are not qualified.

Mr. Nielsen: Oh yes. I can support the arguments I anticipated in the paper I presented to you. The population is insufficient and I think I suggested to you reasons why this argument must fall to the ground. First in terms of historical validity. It didn't in Manitoba when that Province was created. The white population of the then Province of Manitoba was slightly over a thousand people. We have over 17,000 in the Yukon. I would suggest to you that, if they are not here now, they will be here this summer and there is no reason to expect that it is going to come down. Quite the contrary. The second argument that can be thought of immediately is the economic one. Until the people of the Yukon is earning enough money to carry its own weight and



pay its own way then we are not entitled, but the answer to that is that there is no price tag on democracy. It has no historical validity because it did not deter them from creating Manitoba. It has no current validity because it does not deter them from a heavily subsidizing areas like Prince Edward Island and Newfoundland. It mean no disrespect to the great Province of Prince Edward Island. But the five year agreement now. Again the discussion by the Council is extremely timely. The five year agreement has not yet been signed. I expect depending on what you gentlemen accept in the way of these proposals will depend of course the cost. The Administration cost and therefore a figure cannot be arrived at until a decision is made here, but later on when we progress into the suggestions I have for the economic development of the Yukon, you will see that I have very carefully assessed the administration costs of each proposal and it was precisely with the five year agreement in mind that I did say in the hope that if the economic proposals are accepted, then you have your figures available to negotiate with. In terms of the cost, if you accept the idea of a 15 man Council, if you accept the idea of a five man executive committee. If you accept the idea of a \$5,000.00 indemnity per member. If you accept the idea of an additional \$5,000.00 per year for the members of the five man executive committee. You have \$75,000.00 plus \$25,000.00, you have \$100,000.00 a year for indemnities.

Mr. Taylor: Mr. Chairman, it occurs to me, or has occurred to me from time to time in discussing this subject that Northern Affairs are not going to be too anxious to allow the abdication of any authority that they presently possess in Ottawa and I quite frankly think that as Councillor Shaw has pointed out, I believe as well that we are going to have to go before this standing committee of Northern Affairs and make known our objectives, our proposals or whatever we have to any or all aspects of this question of atonomy. I very strongly feel that Northern Affairs is not only an incompatible department. It is a very incompatible department by its very nature, but I feel that Northern Affairs should be bent on its own destruction so as I feel that the Indian Affairs Department should be. In other words, they should work themselves out of business for the benefit of all concerned. Now I think it has been said that 85% of Northern Affairs Administration is dealing itself primarily and almost entirely with the Northwest Territories and that 15% or approximately so would be relegated to the Yukon Territory, and being a firm believer that one of the first things we have got to do towards atonomy to the

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benefit of the Yukon is to completely and utterly alienate ourselves from the Northwest Territories and anything to do with it. I think that possibly in bringing forth this atonomy, assuming we can do it, in bringing lands administration up here as part of that, that we could probably reduce the number of people in Ottawa who are

looking after our Territory down to around 5% or something. And then I think it also has been suggested that this 5% could be moved up here, leaving only the deputy minister and a few advisers or assistants in Ottawa and we could run the show from the Yukon during this period of transition. Now I am curious about one thing and I would like to direct this question to Mr. Nielsen. It is to do with our participation in Federal Provincial fiscal arrangements and arrangements of all natures. Now we have always got a magnificent reply from Ottawa forthwith. I think it is the most expedient matter dealt with, every time it arises, and that is when we ask Ottawa if we could send as advisers one or two members of Council to Federal Provincial fiscal conference just so that we might find out what arguments the provinces make with the Federal Government and how they can go about and so forth. Another step towards atonement so that we will have a better understanding of what is expected of us and WHAM—right back comes the answer—N-O. No prefix, no nothing, Just N-O—no. Now this year they relented and they said well we will let the Commissioner go, but I think you have got to agree that the Commissioner is an employee of the federal Government so that does not help Council out in that respect. Now if we adopt the proposals and if Ottawa adopts the proposals and effects them as we have outlined here, will this give us the undeniable right to anticipate in any of these Federal Provincial conferences?

Mr. Nielsen: Well that of course is a matter effected by Political Department, but I considered it primarily one which I was prepared to discuss under the economic department because it involves the fiscal development of the Territory and I have covered that point in the economic section of the submission. If we could wait until that time.

Mr. Watt: Mr. Chairman, Mr. Nielsen said the main difference between colonial type of Government that we have now and a provincial type of Government is to have the fiscal power and one of the main things is to have power over money and to initiate it in the Council or the legislative body or whatever you want to call it. To me it is like a situation where I have got the power to go out and spend a million dollars in Whitehorse, but I haven't got the million dollars and I still feel that, by withholding the oil and gas and mines and minerals that this is our money, this is our revenue and this power that we are asking for, the ability to spend money is very little use in fact unless we have money and I notice in the proposals—on page four of this last brief that you have given us, you projected, or somebody had projected on mining alone. Mineral production valued at \$30,000,000.00 is projected for 1968 and 1965 production was \$13,000,000.00. Now this alone should cover a very good percentage of the extra costs. This project of \$30,000,000.00. This is a revenue that the Federal Government gathers from that. This alone could carry a good percentage of our expenses in running the province here. And another point on the same thing is that in

eastern Canada they have more members in the House of Commons than we have and a lot of the mining industry in the Yukon here and the areas adjacent to it are in competition with Eastern mining businesses such as lead, silver or copper or asbestos and things like that. I do not think that we should leave the overseeing of the development of our resources to somebody down east—the House of Commons, who have most of the members in Ontario and Quebec. And I think this is in competition with us, we should be developing

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these things on our own the way they are developing there. I think we have more to gain by developing these resources here. The Minister of Northern Affairs has very little to gain. They have a political job to do and we have a development job to do and I feel there would be a conflict of interest there and on your projection for increase in mineral alone, it would help us carry the cost of operating this as a Province and this in turn could snowball like it has done in Saskatchewan. Something had been started from a change of policy and things snowballed. And this can be done here. And I would say that that would not have been done in Saskatchewan if they did not have the power over the resources themselves. But I feel as if what we are asking for in your brief here is something that is getting fairly close to provincial status. You are giving us the power to handle money, but not the money to use. I think that we are getting so close that it is possible to take the full step and go for Provincial status with some very slight reservations as I suggested, and by the time this new Government is formed, they can select a Premier who will have these added duties to make the position well worthwhile and give them something to do. The added responsibility that you are giving us here, I do not think would right now warrant an increase to 15 members, except possibly for the political advantage. And the responsibilities that these 15 members have should be more I think. They should have jurisdiction over a lot more. I would like you to comment on this. I think that we are coming close enough to becoming a Province, but we are still not taking that full step which I think we should be taking. You suggested a while ago that we have to be weaned before we cut the umbilical chord. Maybe you know more about motherhood than I do, but I think it is the other way around. Where I come from.

Mr. Nielsen: First let me comment on the suggestion that you have made that there is not much point in having the power to vote money if we have not got it. It would be an extremely dangerous approach in my view to depend on the Federal investment. I do not think there can be any real argument with the danger inherent. Therefore one must assume, and I think we have the right to expect continued Federal investment to the same extent or even greater in the future. The reason being of course that the Federal Government continues to



exercise a resource development responsibility in the Yukon in order to properly develop these resources, to exploit their potentials. Federal investment must be made in all forms of communication, processing methods and what have you. Now accepting that proposition, the conclusion I think can logically be drawn that the Federal investment will continue and what we are asking is that the Council, the assembly, be empowered to exercise fiscal control over that portion of the federal investment that is necessary with respect to those areas of the administration which I have suggested be assumed in terms of responsibility by the five members of the executive committee. Public Works, Justice and so on. It is no more valid to say that there is no point in giving us fiscal control if we have no money to exercise control over than it would be for us to say that the school board in Yellowknife, there is not much point in giving the school board in Yellowknife the authority to spend money because they have no money to spend. They do have money to spend. They have Federal money which supports the system and which the school board has been given the power to spend. Now I draw that analogy, it is a small analogy, but the principal is there. With respect to your observation that the Minister has little gain by applying himself conscientiously, as I am sure he will do and I am sure federal officials will do, to the resources development function until we have reached the stage of responsibility to assume this control ourselves. To the contrary, I think he has much to gain. I think Canada has much to

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gain from embarking now on this process of building in so far as the merging provinces of the north are concerned. It is Canada as a whole that is going to benefit from the political and economic development, all its regions, not just one, and I believe, as you do, that this tremendous potential we have will build a Province in the Yukon. We will be self sufficient in the future and all that contribution will be substantial to the overall economic fabric of our country Canada. Apart from those observations, I accept the validity of your argument completely, Councillor Watt and the principals underlying them. I simply happen to be of the school of thought that I do not think this step should be taken quite so soon, but I am in complete agreement with the principals you have expressed and the desires you have expressed. Perhaps because I am a conservative that I refer to move just a little cautiously. I do not know. But in any event, you and Mr. Diefenbaker have the same views in this regard.

Mr. Taylor: Mr. Chairman, I would agree. I thought much the same way for a while. That we should take over the resources, but just to state one thing I did have to say this morning and that is that if we proceed again with this that we must be a congenial partner in the development of those resources. We must have a larger equity interest in, shall we say, an equity interest which we do not now possess in



this. And I agree that the Government should not, under any circumstances, give us those specific resources until we can show political stability in this new system which we are undertaking. It would be absolute chaos if the whole thing fell apart and we were sitting with resources and mismanaging them too. And I must bow to that. And the fact that economically and administration wise that we have shown a prowess conducive to the management and good administration of the Territory. But I feel that this might be done in five years. We can say look at how well we are doing and we have got what we consider is or will be shortly stable economic base upon which to build a Province and so forth. And I certainly feel and I believe it was mentioned somewhere here this morning the seven members here could become cabinet ministers and I would venture to say that, in my opinion, there is not one man at this table who possesses the ability, the administrative capability and all the other attributes that are required to accept a cabinet post which puts him over the head of the administration, and this is obvious. And I also agree in this respect that with 15 members it may be possible to get five members to take on cabinet positions out of the 15 and at least to start them along the trail as cabinet ministers.

Mr. Nielsen: I might say, Mr. Chairman that the figures I included the source of those figures are the opening—they are contained in the opening remarks of the Minister, so I assume they are prepared by the Department before the standing committee of Northern Affairs and National Resources which met a few days ago.

Mr. Watt: Just one question I would like to ask. Did he by any chance give any revenue for any one of those years? In 1965 he has given the mineral production value at 13.3 million dollars, but did he at all give any revenue to the Federal Government for that 13.3 million Yukon Production?

Mr. Nielsen: I assume that these figures are gross figures and that they are before taxes and before operation expenses and I say again that they are the department's figures as expressed by the Minister for the committee. And so I assume they are accurate. If anything they would be a conservative estimate. I do not think they are estimates, they are actual figures.

Mr. Southam: At this time, gentlemen, I would like to call a short recess.

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Tuesday, April 12, 1966.  
3.30 o'clock P.M.

Mr. Southam: I will now call the Committee back to order. We will continue. . . I believe Mr. Shaw has something to say.

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Mr. Shaw: Mr. Chairman, there's one statement that Mr. Taylor has just made that I sort of don't agree with and that is in relation to

Members of this Council not being able to manage this or that or something else. When I look back over the past thirty years and I see some of the cabinet members that have been in various portfolios... in the Federal and Territorial and Provincial Houses... I think that we are quite qualified to take over something like this. I would say that the political setup of the Council would not permit this at this time. I would agree to that but I wouldn't say that the Members themselves couldn't. As you notice, in the past, there have been Ministers in Provincial and Federal Houses where they moved in from this portfolio to that portfolio and from this to something else. It's obvious that they couldn't possibly know all the answers in these fields. They have to use common sense and take advice from the Ministers and then, of course, their colleagues in the government so I think... I just wanted to point out that I feel that we would be quite qualified.

Mr. Taylor: Mr. Chairman, what I inferred in making that statement, and I still stand by it, I inferred that if tomorrow we were given a cabinet position... say around this table... that we certainly are not qualified and I don't feel anyone is to accept it as such. I agree with Mr. Nielsen, Mr. Chairman, when he states that this is something you have got to more or less break into and certainly on a quasi basis, working in close conjunction with a so-called Deputy Minister who would be the equivalent of your department head today... I can see where this could come. I think this is best exemplified by the search for a new Yukon Commissioner. We say for a Commissioner... much the same thing. We want a man who has administrative capability, an openminded type and this sort of thing and this is a trait not easily found. It may well be for this reason that out of sixteen thousand people in the Yukon Territory, we may not find such a person and consequently have to go into Central Administration in Ottawa to find a new Commissioner. Now, if this is the problem here, the problem to some extent will reflect itself upon the nature of possibilities for the Yukon Council. I feel that we have got to trend in this direction and I agree that these quasi positions are good, and I think it can work on that basis, but I was referring to a complete and quick changeover at this particular time as was suggested earlier this morning.

Mr. Shaw: I would like to ask Councillor Taylor a question. If, for example, there was an election a year from now and some of the Members at this table were re-elected, would that indicate that they wouldn't be qualified to take over in one of the what you might call quasi ministerial posts?

Mr. Taylor: No, Mr. Chairman, in answer to that... I thought I answered that in my initial remarks that they would be qualified if they had a break in or a training period towards this but not as a definite posting for instance. If somebody came up tomorrow and said "All right. You shall be Minister of Health and you shall be Minister

of this and you shall be that", I would say "No". Not on that basis but on a program grading into, "Yes".

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Mr. Shaw: Mr. Chairman, on this question. How would you possibly grade in? If a government was elected this coming fall... there were eight members of the government, how would you then say "Well somebody has to be Minister this, Minister that". How would you work that out then? Unless you just had to get right in and get your feet wet.

Mr. Taylor: Mr. Chairman, we are talking about two things. We are talking about either quasi ministers or full ministers of the Crown. My understanding is that the Federal Government will not allow us to do this and this is not what we are intending to do. What we are intending to do is put in quasi members. He would not be given the full authority I wouldn't expect of a full Federal Cabinet Minister. He would only be a quasi minister who would work with the Department Heads involved in his particular department. This is what was led to believe. If this is wrong, possibly Mr. Erik Nielsen could clear this up.

Mr. Nielsen: I thought by the intention implicit in these proposals envisaged the setting up of a five man executive committee which would be clothed with the executive responsibility for the areas of administration that I have listed in paragraph No. 5 and that the members of the executive committee, individually responsible for these five areas, would in all respects function precisely the same as and have the same powers as a Provincial Cabinet Minister. Of course you will notice, that to take one example, the first in Education, Health and Welfare... these matters are largely administered now in the Yukon with competent departmental heads and competent departmental staff and politicians are always confronted, once elected and having been chosen to assume the responsibility, that the problem of familiarizing himself with that responsibility or those responsibilities. Herein lies the great value of a continuing and able and dedicated civil service and the officials and the senior administrators in the department that the members of the executive committee that cope with these responsibilities would have to rely initially until they obtained the grasp of the functions of the department itself. This is the process of the Provinces. This is the process in the Federal level. As soon as they as ministers obtain familiarization with their department, then they are able to guide more and more the policy of the department but the education will be forthcoming from the departmental personnel themselves largely.

Mr. Taylor: Mr. Chairman, this being the case then... in answer to Mr. Shaw's question, I would assume then that out of fifteen elected members, we may find five who would possess the qualifications to take this on.



Mr. Nielsen: I think too that you'll attract...you will attract a good many candidates in an election involving fifteen openings. Among the fifteen finally elected from say a choice of thirty or forty, you are not...I think we always have an abiding faith that this democratic system of ours, with all its weaknesses and all its faults, emerges with some pretty capable people in the final solution.

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Mr. Boyd: There's a point...people in numbers. There haven't been Re Motion  
so many candidates in the past vying for this worthy position, and I No. 10  
I'm just wondering if we are not going to be faced with a shortage of  
the right type of candidates.

Mr. Nielsen: I don't think so. I anticipate...mind you, my anticipa-  
tions could be wrong... just as wrong as the next fellow...I antici-  
pate that there are going to be two factors working here in the  
revisions and reforms which are going to attract substantial and  
capable people to run for office. First, I don't think that I am stating  
anything new when I state this realization. If I am, I do so with the  
utmost respect...that there has been in the past a reluctance to  
even run for office because of the internal atmosphere of the func-  
tioning of this Council. I think that's the carefulest way I can put it.  
I think this will disappear in an enlarged Council and that immediate  
realization will be had by those who would consider running. I think  
you are going to attract doctors. I think it is desirable to attract a  
lawyer. I think you are going to attract engineers. I think you are  
going to attract business people of substance. When I say of sub-  
stance, I don't mean money. I mean capable responsible business  
people. I think you are going to attract executive personnel in the  
mining field as well as the small business man and as well as the  
working man in the garage and so on. I think you are going to attract  
people from a very broad spectrum of life in the Yukon...of  
population in the Yukon. The second reason I believe this is because  
of the increased indemnity and because of the possibility that they  
may wind up making it their career in one of the five post which are  
going to increase as time goes on...to a point where you eventually  
have eight to twelve cabinet posts. If responsible people who can see  
this twenty-five years in the future or this kind of development  
...there are people who make it their career and they have to be  
given these kinds of inducements offered in order to induce people to  
leave. Perhaps here I am speaking of an area where I have some  
small experience. There has to be this kind of inducement to induce  
people to leave established and growing businesses in order to make  
public such a career.

Mr. Taylor: Mr. Chairman, a further question in respect of this and  
is that we haven't touched on yet and that is the establishment of  
constituencies as are foreseen. There would be an assurance that  
constituencies would be established on a judicial basis rather  
than have to haggle something like this through this company.



Mr. Nielsen: I am sorry I didn't include this on this paper. That would be my suggestion that if you contemplate endorsing any part or all of the suggested reforms, that you amend by adding that ride that the electoral districts which would be established if you adopted this would be determined by an independent judicial commission comprised of two judges and some selected third individual...perhaps a business man...whatever you feel.

Mr. Taylor: These would be outside judges. These wouldn't be Territorial?

Mr. Nielsen: No, I would suggest that, as on the Federal level and Provincial level, that it would be a mistake to go outside because no one is more familiar with the factors that must be taken into consideration than the people who live here. I would suggest that certainly Mr. Justice Parker would be one of these. Perhaps Magistrate Trainor the second and perhaps a business man of some kind.

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Mr. Taylor: This leads to another question, Mr. Chairman. Having established these now by means of a judiciary, then do the Council have an opportunity to view these before they are accepted and make any comments on them if they see where possibly the commission has erred?

Mr. Nielsen: Yes, we have set up this kind of process in redistribution in legislation at the Federal level. I haven't read the British Columbia legislation, but I anticipate they have the same kind of provisions there. It provides for an objection to be filed and re-reference to the commission. This process, of course, could be endless. In a case like this where you are having fifteen members, you accept that reform, electoral districts, as they are now known will be completely non-existent I would think except perhaps there might be some new divisions in Whitehorse. Certainly the areas within contract outside which is good because it will allow a member to do that much more efficient work. In the Northwest Territories, they are contemplating increasing the size of the Council to seven members. The seven members are going to be representing, elected members...they are going to be representing in effect 1,300,000 square miles of Territory which really is ridiculous. My suggestion is that there should be one member per 1,000 people.

Mr. Shaw: It appears that when we talk about fifteen members for the Yukon Territory that we already have nine members in the Northwest Territories Council, don't we?

Mr. Nielsen: Not really. We have four elected members.

Mr. Shaw: They still have nine. That's quite a large amount. Getting to the matter of calculating where the electoral districts are would be the happiest person in the world to have someone else

that particular job. I have been involved in one, and I certainly wouldn't wish to get involved in another. I think it should be another source entirely...particularly, as mentioned, a judicial source.

Mr. Thompson: Well, Mr. Chairman, I am thinking in terms of generalities now. The actual rewording would probably come at some future time. What is actually required now is our acceptance or disapproval of the basic outline. If we concur with this, I am wondering about the procedure to be followed. You mentioned something of a possibility of a standing committee attending. Would this in effect be the end result after the preliminary overtures had been made?

Mr. Nielsen: Assuming that you accept the proposals as envisaged in these reforms, Council might pass a resolution based on the background paper or proposals that have been put before Council. Is that not right? It has to come from Council in some official way. So far, what has been placed before Council...not really placed before Council because it came into possession of Council by way of reproduction of the paper which I submitted to the Yukon Northern Development Conference and the background paper which I have presented today. It wasn't intended for Council at all but for our own internal caucus committee and I want to emphasize that point because there are one or two political comments in this paper. The reason that they are there is because this paper that I have distributed today was prepared for the purpose of obtaining support of the National Political Party to which I belong...the Parliamentary army. Please disregard that aspect. I would suggest that in view of the reforms...if you agree with the reforms, that Council might pass a resolution and in that resolution embody the acceptance of that part of all of the reforms...whatever your desires

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Mr. Nielsen continues:

might be and wind up by requesting the administration...the Commissioner...to forward them to the Minister, together with a request that the Bill now before the House of Commons, Bill C-146, an Act to amend the Yukon Act, be referred to the Standing Committee of Northern Affairs in the House of Commons so as to enable all Members of the Yukon Legislative Council to appear and to enlarge upon the views expressed in their resolution and to advance their proposals with respect to the amendments now before the House of Commons and additional proposals which the Legislative Council has to make. That is my suggestion. From there, the Minister, I anticipate, will say "We would be delighted to have you come". He might say...he might try and talk you out of referring the Bill to the Committee...and he may not. The officials I noticed, when I raised the matter in Committee, the officials seemed immediately agreeable. But, the Northwest Territories didn't feel it was a good idea to refer the Bill concerning the Northwest Territories. He

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may have his own reasons. However, I think that if the Council asked that the Bill be referred, I think the Minister would do it. Then, of course, the Councillors would appear before the Standing Committee, express their views, elaborate on them, and, of course, I will be there to run interference and to ask the questions that you might want me to ask. After that, the Committee reports to the House of Commons and upon the basis of that report, the Governor either acts or not. If the Committee reports that your proposals be accepted and the Governor accepts them, then they will find their way into legislative form...by way of additional amendments to Bill 146...147.

Mr. Taylor: Mr. Chairman, prior to accepting or rejecting this...if we are going to do business, we had better get on a business like trend here...that is I might add that I have just tabled this document from the Whitehorse Chamber of Commerce and Chamber of Mines Resources Conference in order to get the matter into discussion. I feel that what we should have here is a clear cut one, two, three, four, five page document upon which we set forth the various steps and proposals...the basic outline...which could be considered to be instructions to a draftsman. Just take the basic points one by one and agree to them and then take the whole thing and approve it or disapprove of it as the case might be rather than to accept a document such as a speech given or an address given to a political caucus. I think that would be the proper way to handle it. Then, of course, we have the other section which we have yet to deal with and that is the economic section. I feel that that should be done as a separate item as well. This is as I see it and I think it's the proper way of going about it.

Mr. Nielsen: Council could ask the Senior Legal Counsel to prepare a resolution for transmission to the Minister, based on whatever the council feel...if they want to use that background paper or the one I have submitted today...or their own ideas...whatever they may wish to instruct the Legal Advisor to do.

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Mr. Shaw: Mr. Chairman, I am merely putting this forth as a suggestion—not a Motion—that a Committee be appointed. I would suggest Councillor Thompson, Councillor Watt and Councillor Taylor...to work out something along the lines mentioned in the form of a resolution, with the assistance of the Legal Advisor, and that could be put in the form of a Motion to Council and dealt with in that manner.

Mr. Taylor: Mr. Chairman, I just wanted to say that I think...I thought to mention it this morning...to have the Legal Advisor present during these discussions. I feel we probably erred there. I feel that if we give him this material, I don't think that a Committee is required at all. I think at this particular stage of the game...we give him this material and he can meet with Mr. Nielsen at some



ime in order to make sure that these specific proposals....I think hat would be the better way of handling it so that we can be presented then with a point by point outline of what we are discussing here and then we can most expediently deal with it from here. I think we have got to do this in the next couple of days. I think this would be the way to handle it. Mr. Nielsen and the Legal Advisor could get together...Mr. Nielsen being the author of these ideas...and explain the general philosophy to the Legal Advisor and a resolution can be drafted following that.

Mr. Watt: Mr. Chairman, I would like to recall a Motion that was passed in this Council a short time ago. Motion by Mr. Watt and seconded by Mr. MacKinnon re Parliamentary Committee. It is respectfully requested that a standing parliamentary committee of three Councillors be appointed to make recommendations on changes in Council rules and procedure of Council. This Committee will study and make recommendations for changes in our Government set up such as changes in the number of Councillors and sizes of constituencies, etc. This Committee will also try to determine the Council's degree of parliamentary immunity and act as advisors to the Speaker when questions of conduct of the House or its Members are in question. Now I believe this was brought up and discussed briefly in Council. I think that Mr. Shaw decided he did not like to act on this. Mr. Taylor got up and decided that it should be a Committee of two. When Mr. Shaw appointed Mr. Watt and Mr. Taylor appointed Mr. MacKinnon. It seemed like a pretty handy set up. I would gladly accept the responsibility that you gentlemen have wished upon us, and this Council, in Council, has already set up a Committee...we would certainly be happy to draft, with the assistance of anybody, a proposal for Council for Council to comment on and amend as they see fit. That's a Motion that was passed earlier this year.

Mr. Boyd: I'll listen a little longer yet.

Mr. Shaw: We were discussing procedure more than we were discussing...I think Councillor Watt would agree that we did have certain reservations in relation to the complete Motion. The concern was the matter of Council procedure other than anything else. This is a different situation. However, I think it is quite all right to have Councillor Watt and Councillor MacKinnon on the Committee. By all means. Let us go a little bit further and possibly, on such a serious situation such as this...something that is so far reaching, that we get more on the Committee. I did mention Councillor Watt being on the Committee. We could also have a four man committee.

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Mr. Shaw continues:

Councillor MacKinnon, I am sorry if I left him out. I was thinking of enlarging this so that we could get all the people together and...all



the Members together...and try and get something that would have unanimity all around.

Mr. Taylor: Mr. Chairman, I just wanted to say that all we are talking about is capsulizing what is in this document. We are not going to create anything new and I hope nobody is...or the whole thing is going to run right into the ground. If we are talking about capsulizing proposals as outlined by Mr. Nielsen, which I feel is what we should be talking about...the proposals we are discussing here...then I feel that this is a project both for Mr. Nielsen and our Territorial Legal Advisor and any Member of Council that is willing and wishes to assist in that regard, but I don't want to see this thing get off the tracks at this stage of the game. We have worked too long and too hard to achieve this. This is where I feel it should properly go. Let Mr. Nielsen and the Legal Advisor get their heads together and draft something out that's simple...no fuss, no muss...and drop it back down here. Following the acceptance or rejection of this, a resolution can then be formed. This is no problem...with the assistance of our Legal Advisor and the matter can be expeditiously taken care off.

Mr. MacKinnon: Yes, Mr. Chairman, I would hate to think after Mr. Taylor appointing me that he was going to fire me so soon and leave me off this Committee. We had in the beginning, in the Motion asked for three on this Committee and it does mention here "to deal with the number of councillors, size of constituencies and so forth" and all of a sudden we are forced to pass up this Committee that has all ready been appointed and we have to appoint another one. I don't know whether this is quite proper or not. What do the rest of you think?

Mr. Taylor: Mr. Chairman, I am suggesting that no Committee is required. I think the member has got confused again. I might say that the second and third parts of that Motion, after having had a chance to review it, are both entirely out of order. The first portion is the meat of that Motion.

Mr. Watt: Mr. Chairman, this Motion was made and Mr. Shaw gets up and says now we have reservations about the Motion because he was invited on the Committee. Now he's not on the Committee and he's crying about it. Mr. Taylor gets up, and we will realize that in our Government set up here...when we first set this up...Mr. Shaw appointed Mr. Taylor. Mr. Taylor appointed Mr. Shaw. Mr. Shaw picked the Financial Advisory Committee. Now we set this committee up. Mr. Shaw appoints one. Mr. Taylor appoints another and now they're unappointing. They've done all the appointing. Now they are doing all the unappointing. If they didn't want us on this committee, why didn't they say so at the time. There was a little bit of noise about it in the newspaper and they backed out a little bit

Mr. Taylor just finished suggesting that a Committee be set up to draft a resolution and as soon as we suggested there was a Committee...now he's suggesting that we don't need a Committee. All the Committee is going to do anyway is to make a Resolution and embody what the Committee thinks...what has been discussed here...and discuss it with the Legal Advisor and anybody else and then just bring it to Council. Then, Council can shop it apart and do whatever they want. Then you will have a new

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Mr. Watt continues:

resolution of Council. You started out with a resolution of Committee and then you will have a resolution and motion of Council and it is hoped that you will get unanimous agreement or awful close to it so that this can go back to Ottawa as something that has been discussed here and with the unanimous agreement of Council. I am not trying to push my wishes down anybody's throat but as Mr. Nielsen said earlier in quite a few words...I'll say it in shorter words... not too many people want to run in this Territorial Council and it's understandable. It's a chippy, cliquey little group and...

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Mr. Taylor: Point of order. Mr. Chairman, I think that was quite uncalled for. I think the Member should be called to retract that statement.

Mr. Watt: Mr. Chairman, I think that this Committee should stand and I suggest that we just get off our high horse and settle down to business around here.

Mr. Taylor: Point of order, Mr. Chairman. I would like as a point of privilege or a point of order to have the member withdraw his statement with respect to what the Council is in his opinion.

Mr. Watt: Mr. Chairman, we have just had a by-election here on my conduct in this House in the largest constituency in the Yukon Territory, and there has been a vote of conduct or a vote of confidence against Mr. Taylor and his cliquey, chippy little group.

Mr. Taylor: Point of order, Mr. Chairman. I would like the member to have that withdrawn. It is contrary to the rules of this Council, and as a member of that Rules Committee, I think the member should be not only aware of this but I would like that statement withdrawn.

Mr. Watt: I suggest we carry on with the business, Mr. Chairman.

Mr. Shaw: Mr. Chairman, I don't think that "chippy" is parliamentary language.

Mr. Watt: What about "cliquey"?

Mr. Shaw: Mr. Chairman, the matter that I brought . . . that I suggested this was the fact that if . . . I have no objections to Mr. Watt or the committee making up this . . . however I felt that if we got a broad spectrum on this particular matter that it could possibly be fairly unanimous when it came before the Council to save a lot of discussion. The larger the Committee on this very important matter would bring all the Council into it. If there were only two members, it would always be subject to considerable debate I would imagine unless it follows in principle . . . that is why I suggested a larger group. If the members feel . . . and it is certainly not intended . . . to fire the committee . . . if they wish to proceed with this and get it here with the utmost dispatch . . . we can discuss it from there . . . it back to the Financial Advisory Committee . . . If there are disagreements, then it will go on and on and on I thought that if we got a wide group to work on it . . . the whole Council on something as important as this . . . then when it came through, it would be discussed and there it would be. That's why I suggested that. Certainly I hope

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Mr. Shaw continues:

Re Motion  
No. 10

that the members of this committee did not take my suggestions in any derogatory manner. It was not intended that way. I have the utmost respect for them on this Committee. But, here is something that we must agree to with unanimity. There must be no division, Mr. Chairman. If there's a division, then the purpose of this is null and void. We must all pull together. This is so important . . . at least to me . . . it's one of the most important things that Council has ever done in the past and will do possibly for the future. Therefore, when this comes before Council, there must be no division. If there is division, then we have lost some valuable ground. That is merely why I mentioned that Mr. Chairman.

Mr. Boyd: Mr. Chairman, we are dealing with this document . . . or this writing . . . and nothing more and nothing less . . . as I understand the situation. So, could Council not just instruct by way of Motion that Administration proceed to put into effect the contents indicated herein and let it take its way from there.

Mr. MacKinnon: Yes, Mr. Chairman, I was just going to suggest that possibly we could invite Mr. Shaw and Mr. Thompson on the Committee to prepare this. I am sure that we don't want to make any blunders in it and get things off to a bad start. I am sure that Mr. Watt and myself is just as interested in getting out of this rut we are in as much as anybody that's here. Therefore, I feel adding a couple more to this particular thing would help solve the problem.

Mr. Thompson: Mr. Chairman, I haven't been able to find it in here, Mr. Nielsen . . . I am just wondering . . . is there reference made to

the possibility of the term of Council being extended from three to four years?

Mr. Nielsen: Yes, it is.

Mr. Boyd: Mr. Chairman, what about my thought. Do you need to go further than this. I understood that when the committee of Mr. Watt and Mr. MacKinnon was appointed that there were other angles in the fire and other thoughts and so on concerning our own rules and many other little angles that Mr. Watt was not happy with, but if I am correct in my assumption, we are now attempting to deal with nothing more and nothing less than what is in here and this makes it a different story to what Mr. Watt's committee started out to be. Mr. Chairman, could I get an answer to my thinking from someone?

Mr. Taylor: Mr. Chairman, the answer to that would be that this is a document for a political caucus... partisan political caucus. However, it does embody many of the things that we want to deal with. All that is required... this is why I say I feel we don't need a committee whatsoever... all that is required is to type up Point No. 3. Leader of the majority will select from eight or more members and so forth. Point No. 4. The matter of seven... Point No. 5. The executive powers. It's just a matter of typing. I am quite sure that Mr. Nielsen and the Legal Advisor could do this in a matter of half an hour... type all this up into one concise document and then we would have something to work with. The rest is just the simple wording of the resolution. This is why I feel that all this fuss and muss is unnecessary. Mr. Nielsen, would you care to comment on this?

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Mr. Nielsen: I am glad you asked. I love debate and I love the violent Re Motion  
flashes of debate but it is so essential that we maintain a common No. 10  
front on a matter of this importance. It is of such magnitude in my view and I am sure in yours that if we can't rise above political differences, personal differences and all other differences, then we are defeated before we begin. Unanimity is absolutely essential. As to the matter of proceeding, I think Councillor Taylor has a valid point. This is a document which I have primarily prepared for a caucus of a National Political party and it ill behoves the Council to adopt a document which is intended to inspire partisan support. I don't think you can properly work with a document which is delivered at the request of the Chamber of Commerce and the Chamber of Mines. Therefore, I think some other procedure must be adopted. It is going to be no very difficult feat for a man with the capabilities of Mr. Hughes to take the proposals that we have been discussing... if the Council accepts it... and ask him to put them in a form of resolution setting forth suggested changes to the Yukon Act and that is what really is required. With all of the reasons and the arguments in support which are contained partially here in the document before



you left out, so what, in effect, you are asking Mr. Hughes to do on your behalf is to prepare a bill or a resolution for the Council for onward transmission to the Minister which will set forth suggested amendments to the Yukon Act which would implement the suggestions you want to adopt in the way of reform. With great respect, I don't think that a committee would be necessary initially. It may be that Council may wish to have a committee preconsider whatever Mr. Hughes produces. Or it may be, on the other hand, that Council as a whole wishes to consider it . . . whatever he produces. However, I think that the quickest way that we could deal with the matter would be to ask Mr. Hughes to prepare the resolution in the form suggested as to suggested changes to the Yukon Act.

Mr. Southam: I will now call a short recess.

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4:15 p.m., April 12, 1966

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No. 10

Mr. Southam: Gentlemen, I will call the committee back to order.

Mr. Shaw: Could we possibly have the Legal Advisor with us at this time?

Mr. Southam: We will call a short recess until Mr. Hughes arrives.

#### RECESS

Mr. Southam: I will call the committee back to order and we will continue. Mr. Boyd will you please take the chair?

Mr. Boyd: Yes, Mr. Southam.

Mr. Southam: After listening to the different discussions that have been going on here I can wholly concur with what has been said. There is only one thing that I don't like about the whole thing and that is the indemnities which you are going to pay yourselves. Don't sell yourselves short, in other words make sure your price tag is big enough, that when you get men on this council they will be men that are capable of doing the work that is demanded of them. In other words, you will get men to represent us that have the training and otherwise, by that I mean that if you are going to enlarge to a legislative body where you are going to take over and govern it properly you have to have somebody that knows something about it. I, talking for myself, am not afraid of what I can do or anything about it but I would hesitate to take on a cabinet portfolio if it was left up to me. I think I could do it but I would still hesitate a bit but this is what you have got to get down and think about. As the Territory enlargens and the economy grows we have got to have men here that would be big enough to rise above themselves. Men that can think and do things and men capable of

reading and guiding. This is what I think. The indemnity of a cabinet minister, a full-time job, shouldn't be less than \$15,000 and a member \$8,000 at least. I am talking now of a matter of executive experience and I know what you can command. If you are going to get a man to take a full-time job you are going to have to pay him. I don't care how you look at it and so much for that.

There is another thing that I would like to touch on while I am in my feet and that is the conduct of this Council. I don't think that a by-election gives any member the permission to say just what he feels like, whether it provokes or otherwise. I think you people here that have been on the Council longer than I have and are supposed to know Beauchesne backwards and forwards should have the respect to think about the chair and address it accordingly. This is all I ask of you gentlemen, to give me the proper support I should have. Thank you, Mr. Boyd.

Council: Agreed.

Mr. Taylor: Mr. Chairman, I would like to direct a few remarks in the direction of our Legal Advisor and possibly advise him of what we have been discussing here. We have been discussing references respecting a definite pattern of proposed changes in the Yukon Act in an attempt to provide full autonomy for the Yukon and we are attempting to find out how we can extract from this document we have those principal items, 1, 2, 3, 4, 5, which we wish to have adopted and forwarded to Ottawa in resolution form and we have of course kicked around the idea of

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Mr. Taylor continues:

Whether a committee should be formed to do this or what we should do to go about this. It has been suggested that possibly our Legal Advisor could extract those basic philosophies and principles which we would either reject or accept and forward to Ottawa and I am wondering if Mr. Hughes could do this for Council at the earliest possible moment so that we could get on with the job and I would also suspect that Mr. Nielsen could offer assistance in this regard.

Mr. Hughes: Mr. Chairman, could I just ascertain through the chair how long the member from the Yukon will be here?

Mr. Nielsen: I am leaving on Monday morning's aircraft.

Mr. Hughes: I will look at this tonight and see if I can draw out the questions I am sure that I want to discuss with you and will report back to the chair tomorrow afternoon.

Mr. Taylor: I think it should be pointed out that we are dealing up to page 20 in this document as one specific item. From page 20 on we

will be discussing this as a separate item and will be combining it in a separate form.

Mr. Shaw: I think Mr. Legal Advisor could go over it and come up with what he comes up with.

Mr. Nielsen: The economic development proposal does not involve any alterations to the Yukon Act. I think I can safely say that however, your Legal Advisor may make other recommendations.

Mr. Taylor: Mr. Chairman, possibly due to the fact that we will be discussing these items further at the soonest possible moment we could possibly proceed with discussion on the economic section of the report.

Mr. Southam: Are you agreed gentlemen? Page 20 please.

Mr. Thompson: I am just wondering, you made mention about the financial remuneration. Was there anything in your report Mr. Nielsen that specified an amount?

Mr. Nielsen: I didn't presume.... I felt that should be left up to the Council.

Mr. Boyd: I think the situation is clear in that respect. If this goes through we are going to set our own fees.

Mr. Southam: Have we any further discussion with Mr. Legal Advisor at this time? Could he be excused? Thank you Mr. Hughes.

Mr. Southam: What is your wish now gentlemen? To discuss the economic development?

Mr. Taylor: Agreed.

Mr. Nielsen: The meat of it starts on page 24.

Mr. Taylor: Mr. Chairman, possibly Mr. Nielsen could start and explain the major points in these proposals.

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Mr. Nielsen: There is only one other person that has seen these proposals, the leader of our national party and he has given his complete blessing save and except for the proposals I take with respect to the formation of co-operatives. I have set forth what I feel our provisional objectives should be with respect to them and I have set forth how these objectives I feel could be accomplished in the development of new programs. I deal with two phases, the new programs and the existing programs. The first means by which the three objectives may be achieved is by setting up a regional economic development plan. In order to create such a plan I have suggested that there be established a planning machine in the form of the

Northern Development Board. It would assure participation of all parties on all levels and would have the capacity to call upon the economic council of Canada and other such parties for advice. The estimated expenses of the planning board I have set forth for the purpose of further negotiations in your five year agreement should you feel the proposal is acceptable. The function of the board is to carry out a regional economical analysis in participation with local residents in the formation of a sound regional development plan. The analysis would establish the development potential of any specific region in the Yukon. A special fund of a half million dollars to cover a five year period would be required to finance any special studies, studies in respect to communications, to resource processing and studies with respect to cultural potential and any specific field which the board feels must be analyzed in any particular region of the Yukon. The plan would be evolved after the results of the development board had been achieved. That plan, of course, would involve the formulation of policies and the board would have to obtain the approval of these policies by the government of the Yukon which I would hope would be able to make the kind of decision which would give effect to any proposals made by the board. If the forms and policies were accepted that power would reside in the legislative assembly to do so. The second means by which I suggest that our economic development can be achieved is the implementation of a special promotion of northern development potential. Under this scheme I have proposed the creation of a Territorial Crown Corporation, the administrative expenses I have called the Northern Development Corporation. You can call it the Yukon Development Corporation because in developing these thoughts on what the Yukon needs. The administrative expenses are set forth for any further negotiations you might wish to conduct with respect to the five year agreement. The first function of the Yukon Development Corporation would be to perform a feasibility study to confirm the development opportunities. I say confirm as they exist of that there can be no doubt. It would also analyze the potential investors and locate them to insure that all investment opportunities are exploited. The operating capital of the development corporation I suggest at ten million dollars. This I suggest would be required to offer this special assistance offered by the corporation to northern industry and to aid any industrial and commercial establishment and expansion. This idea is not new, it is most similar to the creation and function of the Atlantic Board which was set up for the almost precisely the same reasons which I suggest for the north. The reason the Atlantic Development Board was set up was because here was a region in Canada that was lagging behind in terms of the industrial development and almost every phase of their economic development. It was the shabbiest part of the economy of the national economic fabric and in order to bring the Maritime provinces up to a level where they could share that equality



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Mr. Nielsen continues. . . .

Motion No. 10 of opportunity with other Canadians in other regions of Canada. They set up a development board just as I have suggested here and they provided the operating capital and gave it the same powers. In effect, the economic proposal in body of a Yukon Development Board is the same as the Atlantic Board in its purposes. Its methods are going to be different as it is dealing with different problems, different regions, different economic factors. I don't think that it is necessary for me to read the terms of reference as you might think of other areas that could be added to the list. The third means I suggest to obtain the economic achievement I have described as provisional. This is a decision which Council must make and I don't think we can at the federal level. I don't think I can at the federal level come up with any crystal proposals which are any thing other than provisional. I suggest supervised loans for small businesses and again this is not a new concept. The suggested method of operation and the terms of reference of the Territorial loan boards which would have to be created are different. I suggested the formation of Territorial Loan Boards for the purpose of providing supervised loans for equipment and other fixed assets usually not available on reasonable terms. The administrative expenses, I think, could be kept—quite low as I have indicated and the Board's function would be to provide loans or guaranteed funds for working capital requirements. A million dollars would be required to finance the loan program or to provide general management counsel. Also the sphere in the policy, I have suggested that the existing programs must be modified and especially in three areas and make them applicable if we are to achieve an orderly and efficient and economic development. The third proposal is to a question made by Councillor Taylor earlier this afternoon, in answer, would representatives from the Territory sit in on all federal and provincial conferences dealing with economic development, they would. Now with respect to the northern industrial development, while the economic planning board is set up, while the Yukon Development Board is set up while the Territorial Loan Board is set up there must be measures brought up as to existing facilities and existing staff to commence these proposals and on the middle of page 28 these proposals effect the administrative staff and the staff in Ottawa. I have suggested that after the Yukon Development Corporation the department should implement an interim program and that would be specific proposals carried out by the existing staff in the industrial division in the department with an appropriation raised to cover each specific case as it arises. Now from there on where I commenced the paragraph "there should be co-operatives established in the Yukon. . . .". From there on I do not have the acceptance by our national party. I believe still though in the idea and I feel that there is no point whatsoever in considering methods

by which we can stimulate an orderly growth of our economic growth in the Yukon without also providing some economic base for the Indian and Eskimo people. I believe the only means by which this can be done is by the formation of co-operatives and I believe these co-operatives will function and profitably. These are illustrated by those operating in the N.W.T. If those had been in existence at the time of Ookpik then the co-operatives in the N.W.T. could have manufactured them themselves and gotten the profits rather than the toy manufacturers in Toronto and Montreal. I believe some specific profits could have been gotten and I think these could be set up in the Yukon and quite different treatment must be considered in bringing along the native

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Mr. Nielsen continues. . . . .

people in the Territory and the establishment of industry which will support them than those which apply—I am not suggesting discrimination. I am suggesting a vehicle that the natives can go along with and build an economical program. This is a skeletal outline and it is quickly my economical proposals. Motion No. 10

Mr. Shaw: In relation to this co-operative program I have been trying to get this started for quite some time. I thought that they had a celebic industry in Inuvik although it was somewhat unorganized. I was trying to get one started in the Yukon and Council supported this and it appears to me they have a program such as this.

Mr. Nielsen: They have in the N.W.T. but they are not functioning. If they had had a credit channel when Ookpik was developed they could have developed it there. They could have set up manufacturing processes there but instead of that it was farmed out to an outside manufacturer in Toronto and the majority of the profits went to residents in Toronto instead of to the north.

Mr. Shaw: It seems the north is feeding a cow in Toronto and not getting the milk.

Mr. Nielsen: I don't know where the other end would be either.

Mr. Taylor: It is interesting to note that during the references made by Mr. Nielsen to his speech, I have some observations and some of these observations have been at this table before and sent to Ottawa before and no results from them. For instance, this research study. I did have one reference and this was to the cabinet and the acceptance of it and the establishment of this policy. Wouldn't it be the policy of the cabinet to adopt such policy instead of the legislative council which have no means of accepting it.

Mr. Nielsen: You mean the executive committee?

Mr. Taylor: In this proposed form of government wouldn't it be a form of the cabinet and the responsibility as outlined here?

Mr. Nielsen: Mr. Chairman, I believe that interim measures are necessary because we cannot continue to let sleeping economic dogs lie nor can we let political dogs lie. It is even more important in the economical field because every month, week, year lost means a loss of eventual production and the delay is in money. I came to the conclusion that interim measures should be adopted by the department pending these other developments. In order to explain why it would be necessary to set forth the whole network of the economic proposals. Once the Territorial Legislative Assembly sets up the Territorial Crown Corporation there is no doubt whatsoever about the eventual profit picture, to mention a few successes in the Crown Corporation field, Polymer, CNIC, IDB, and these are profit making proposals. The more money they make the more is sent out and it is one great assistance to achieving the day when we pay our own way.

Mr. Taylor: Mr. Chairman, I can see quite clearly and I am wondering if Mr. Nielsen would be available tomorrow morning and we could proceed at that time.

## Page 595

Motion No. 10 Mr. Boyd: I am wondering how much more discussion we are going to have to discuss on this economics. We could maybe cover the works tomorrow morning.

Mr. Taylor: We are speaking of the economic controls.

Mr. Boyd: I realize that.

Mr. Southam: Mr. Nielsen will be excused at this time. What is your wish now gentlemen?

Mr. Watt: I move that Mr. Speaker resume his chair and receive the report from the committee as a whole.

Mr. Boyd: I second it.

Mr. Southam: It has been moved by Mr. Watt and seconded by Mr. Boyd that Mr. Speaker resume his chair and hear the report of the chairman of committee. Are you ready for the question? Agreed? Motion carried.

Mr. Speaker: I will call the Council to order and hear the report of the chairman of committees.

Mr. Southam: Mr. Speaker, Council convened as a whole at 10:20 a.m. to discuss bills, motions, sessional papers and Mr. Erik Nielsen was in attendance to discuss autonomy for the Yukon Territory. Mr. Hughes was later in attendance and some progress was made on this discussion.

Mr. Speaker: Thank you Mr. Chairman. Are you agreed with the report, any errors or corrections? Gentlemen what is your pleasure for the agenda tomorrow morning?

Mr. Taylor: I would suggest that if there is nothing on our agenda we continue the discussion with Mr. Nielsen and then later go on to the main supply bill.

Mr. Speaker: Is it agreed to Mr. Taylor's suggestion? Thank you gentlemen. What is your pleasure?

Mr. MacKinnon: I move we call it five o'clock.

Mr. Speaker: Council is adjourned until ten o'clock tomorrow morning.

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Mr. Clerk: The second question was addressed to you Mr. Speaker.

Mr. Speaker: The second question is addressed to me. Yes, I think I can attend to that.

Mr. Watt: Would it not be more appropriate, Mr. Speaker, for that last question to be written into Council in the form of a Motion so that possibly Council could agree... In other words, do you not think we are not just bugging and bugging and bugging for no useful purpose. Do you not think it would be more appropriate...

Mr. Speaker: It's very difficult...it's almost impossible for me to say when a question should be in order in relation to how it should be processed or whether it should come under a vote of production of papers of motion. This is a plain simple question that has been asked and a reply has been asked to the question. I cannot see as I could refuse a question like that to go through.

Mr. Clerk: Mr. Speaker, I believe that all necessary action has been taken. I personally phoned the Commissioner this morning and asked him to take a look at all these outstanding items on the order paper and send a follow-up if possible and I think no further action is necessary at this time.

Mr. Speaker: I think we will let this go at this time.

Mr. Taylor: Mr. Speaker, it would appear that if there is going to be any lack of unanimity here and interference is going to be run, I most heartily wish to withdraw this question at this time.

Mr. Watt: I have a further question to ask Mr. Clerk and that is with respect to Motion for the Production of Papers No. 5—copies of papers from this Conference. The reason I ask is that if there is going to be any much delay, I will attempt to get some of these papers myself, but if you appear to be having some success with it, I will hold...try and get the copies of the papers from this Conference.



Mr. Clerk: Yes, I was asking about that yesterday, Mr. Speaker, and the Executive, or whoever was in charge of this Northern Resources Conference, is having all the papers put up in a bound volume for distribution to various parties but this will not be ready until after Council has prorogued, however, if any of the Councillors wanted specific papers, they can be obtained from Miss Falconer at the Chamber of Commerce office, but our interpretation of Mr. Watt's request was that he get the bound copies to be distributed to all the Councillors and if so, they wouldn't be supplied to them until after Council was closed.

Mr. Speaker: Thank you, Mr. Clerk. Have we any further questions?

Question  
No. 23

Mr. Watt: Mr. Speaker, I have a written question. I would like a written answer. This is directed to the Commissioner. Who requested Mr. Legal Advisor to take an active part in the duties of the Parliamentary Committee on Rules and Procedure? What action beyond obtaining Northwest Territorial Council Rules for some members of Council has been taken since this Committee was set up by the Legal Advisor or any other member of the Administration? What action has been taken in this matter by any member of the Administration during the year previous to setting up this Committee?

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11:00 a.m., April 13, 1966

Parliamentary  
Committee  
Report  
Discussed

Mr. Southam: Gentlemen, I will call the committee back to order. The first order of business will be to consider the motion to accept the resignation of the parliamentary committee.

Mr. Shaw: I move that the resignation of Councillor Watt and Councillor MacKinnon be accepted.

Mr. Boyd: I second the motion.

Mr. Watt: I would like to amend that motion as reported and then I will vote for it.

Mr. MacKinnon: I will second the amendment.

Mr. Southam: It has been moved by Councillor Watt and seconded by Councillor MacKinnon that the resignation of Councillor Watt and the resignation of Councillor MacKinnon be accepted. Are you ready for the question? Agreed?

Mr. Shaw, Mr. Boyd, Mr. Taylor: Contrary.

Mr. Southam: The amendment is defeated.

Mr. Shaw: Question of the motion, Mr. Chairman.

Mr. Southam: Moved by Councillor Shaw and seconded by Councillor Boyd moved that the resignations of Councillor Watt and of Coun-

Illor MacKinnon from the parliamentary committee be accepted. Are you ready for the question?

Mr. Watt: Contrary.

Mr. MacKinnon: Contrary.

Mr. Southam: The motion is carried.

Motion  
Carried

Mr. Southam: At this time gentlemen we have Mr. Nielsen in the gallery and at this time we will carry on where we left off yesterday. Order please gentlemen. Anything further to enlighten us, Mr. Nielsen?

Motion  
No. 10

Mr. Nielsen: There are two points on one of the background pages attached hereto as to the Indian-Eskimo and setting up a rights commission. When I said attached hereto I meant a copy of an address I made to the Indian Metis Association in Winnipeg on February 12th. The second point I neglected to cover yesterday was a reference by some, including I believe the Minister when he spoke before the Northern Resources Conference, to the possibility to a Carruthers type study in the Yukon. If I recall correctly he said there was a need for an economic study but he had not yet decided whether there was a need for a political study. I would like to suggest to you that there is no such a need. We have had 68 years of development of our political institutions in the Yukon such as they are and on that basis or background this Council and its advisors can come to decisions on the kind of government they feel the Yukon should have in the years ahead and that it would be a waste of time to constitute a Carruthers type of commission to look into our aspect of our affairs here and would have one result and that of delaying the kind of reforms that are under discussion here yesterday and today. As to the economic study I believe such a study would serve a purpose in the Yukon.

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Mr. Nielsen continues...

Motion No. 10

You might come to the conclusion that the planning board which I have suggested might be the body to conduct such a study rather than a committee appointed by the federal government. These are my only observations.

Mr. Taylor: I would just like to concur with the remarks made by Mr. Nielsen except to the constitutional study. It is well to point out, for records sake, that Council has asked for a constitutional study at one stage or another. But, I must concur that we must forego this and that it is not required. I also concur in regard that governments have a knack of getting around a question or a problem. They will either form a committee to launch a study or form a crown corporation to launch a study and these are very evasive tactics. I think it

would be well to record too that notes made by our Executive Assistant to the Commissioner in August of 1963 and he states as follows and he delivers it beautifully, "there is now a deliberate attempt to round out the framework of confederation and while it is essential to do this with due regard to political and economical reality the ultimate goals of responsible government and provincial status are relatively defined." He recognizes here gentlemen that there is no need for a study, they are defined, "any uncertainty that remains is no longer attributable to lack of objectives. This is quite untrue, it is a matter of arriving at a form of government most consistent with progressive stages of financial capability and political sophistication." I think this sums up the whole matter quite clearly and I most certainly concur.

Mr. Nielsen: May I, Mr. Chairman? I observe in the notes by Mr. Fingland that he puts inference and puts the test as to whether they should not be progressive stages towards autonomy. The objective of ultimate autonomy on the basis of financial capability has been suggested to you. This is not the kind of basis consistent to the democratic advances so he and I disagree on this point. Maybe you will reach the same conclusion.

Mr. Boyd: Mr. Chairman, I don't know whether I was listening, I admit that I probably wasn't when Mr. Nielsen was talking. Did you say that an economic study was undesirable at this time?

Mr. Nielsen: No, I have suggested that an economic study is desirable but contrary to what I understand the thoughts of the department and the thoughts of the Minister to be that the study should be conducted by a commission appointed by the government or by the Minister. I believe that such a study should be conducted as I set out on page 24 and 25 on the background paper I provided members with yesterday. That is, that in order to achieve the objectives which I believe are desirable the regional program must be developed by the planning machinery provided by a Northern Development Board. It is that Board which I suggest would be the logical vehicle to take such a study where within its terms of reference the widest possible representation would be on the board and the widest views can be investigated and analyzed by the board. They would be people with an intimate knowledge of the north. We both agree, government and myself, that an economic study is necessary but we disagree on the means to achieve it. I suggest that it should be the Northern Development Board and not a government appointed committee.

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Motion No. 10 Mr. Boyd: This brings me to the point where we have already passed a sum of money in the budget to the tune of \$150,000 for this very subject and on the assumption that it would be a committee of non-government employees. Do you know of this plan Mr. Nielsen?

Mr. Nielsen: Yes I had followed that development and may I suggest that this doesn't preclude that action taken thus far from developing into the kind of planning board that I suggested.

Mr. Taylor: Mr. Chairman, I have a question which arises here. At the present time I would assume that the Board or shall we say the people making the study should be answerable to the Commissioner and Council and not to the Northern Affairs Department. This was my understanding and I think that this in fact is the way it should be. If we effect these changes as outlined would this Board act as a quasi-crown corporation attached or under the direction of the Legislature of the Yukon or would it be established as a department of administration. How would Mr. Nielsen see this as functioning.

Mr. Nielsen: It would be an economic council of the Yukon. If you followed the creation and development of the Economic Council of Canada, it is the board I have suggested that the Yukon Development Board would be a pocket edition of. Does that answer the question?

Mr. Taylor: The Economic Board is a federal sponsored group and in order to carry out the terms of reference and I am assuming that these are acceptable, if there were a branch of the federal economics board we would be answerable to the federal group. Should this be a Territorial body and only answerable to the Territory?

Mr. Nielsen: Yes, I am sorry if I left any misimpression. The establishment of the Yukon Development Board is what its name implies. It is a board set up by the Commissioner and the Council to perform a function within terms of reference set up by the Commissioner and Council to report to the Commissioner and Council. It has nothing what so ever to do with the Economic Council of Canada. Perhaps that was an unfortunate example or analogy and I wanted just to draw the analogy to draw a picture of the kind of board.

Mr. Thompson: Mr. Chairman, I am wondering whether Mr. Nielsen can clarify this a little bit more for my edification. The proposed economic survey that we had intimated would be carried out by a group not a part of the Yukon, something along the type of the Carruthers type of study in the economic field. How does your proposed plan integrate with this. There seems to be a decided division here and how can one be integrated with the other?

Mr. Nielsen: As I understand the action of the Council thus far, a sum of money has been appropriated for the purpose of conducting a study of the Yukon economically by a group of individuals not connected with the government. How these individuals could come entirely from the Yukon or from outside the Yukon. In the case of the Carruthers Commission two are outsiders and one is a northerner from Yellowknife. This is quite possible that the same thing could be done for the creation of the economic study in the Yukon. Let's



assume the appointment of the members on the committee shall we call it that has been set up by the Council is composed of members with the majority from outside.

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Mr. Nielsen continues. . .

Motion No. 10 membership for the purpose of obtaining the necessary expertise. I is a very short step from altering the status of that committee which is conducting the study that Council has approved into the Yukon Development Board.

Mr. Thompson: It would be a continuing group then? They would start out in one function and conceivably be a part of a transition.

Mr. Nielsen: What I am suggesting here is that certainly in the foreseeable future a permanent situation where you have a permanently functioning body which is constantly devoting its attention to the regional economic problems of development within the Yukon. I is going to obviously reach an end of its function and I would suggest that its function would terminate at the time when the Yukon is economically independent. Perhaps this is the logical anticipation.

Mr. Boyd: Mr. Chairman, this Carruthers Commission has completed its studies in the N.W.T., or it is being done. I had understood that the study had been completed and the report would be forthcoming in a matter of between now and fall. It might be the desire of the government in Ottawa to wait for that report before thinking about the Yukon and my thinking is that that report, in so far as the economics of the Yukon and the N.W.T. are not the same. They are so different that it shouldn't have any bearing on our progress and proceeding as of now rather than waiting for a year from now. Do you think the government might hold up on the pretense of waiting for this other report?

Mr. Nielsen: I think that is a very important observation, and perhaps I should have made it myself sooner. It has been said by other members of the Council in this discussion that the federal government and the Department of Northern Affairs must be impressed with necessity of discontinuing the practice of lumping the Yukon with the N.W.T. in every policy consideration. This is a tendency because of the product of centralized administration which is what the department exists for. The inevitable assumption is that the department is operating in the north and developing policies for the north and the Yukon is part of the north so whatever is good for the N.W.T. must be good for the Yukon. This is untrue and we know it here. The geographical factors are different, the natural factors are different, the political factors are different, the histories are different and there are so many differences that we simply cannot be lumped in with any of these matters. Therefore, I cannot but agree most

heartily with Councillor Boyd and Mr. Chairman when you say that no useful purpose will be served by waiting for the report of the Carruthers Commission on the N.W.T. before taking decisions as far as the Yukon is concerned. The request, if it is made if we do this, is simply another delay. It is a shallowly disguised excuse for delaying the coming to grips with the proposals that are being made by this Council, and through it the people of the Yukon.

Mr. Boyd: I would like to make one remark. I think it would be important if we finally do something here that if the answer to this is favorable that we disassociate ourselves with the N.W.T. set-up in as much as there is no comparison. We should emphasize it in Ottawa in our wording.

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Mr. Nielsen: Incidentally the Carruthers Commission has not yet finished their work. I have been asked to appear before the Commission at the end of May and they will then commence to prepare their report in June with the expected completion date in the Fall. Motion No. 10

Mr. Watt: Mr. Chairman, it seems we are flipping back and forth between two main headings here, the political development of the Yukon and the economical development. I would like to get back to the economic development, that is what we started out with this morning. This Northern Development Planning Board you are referring to sounds like a brief that I have at home written by Ralph Hougen. It is the set-up of a planning board similar to the one you are suggesting, by private individuals rather than the government but with government concept and is this the same type of thing or basically the same thing or have there been any changes in it, the words, the names, are almost identical. This proposal appears to be almost the same. Is it almost the same thing, Mr. Nielsen?

Mr. Nielsen: I haven't seen any brief presented by Ralph Hougen or anybody else connected with the Yukon Research and Development Association. I want to emphasize that these economic ideas are not new, I am not the originator of it. In various forms they have been discussed with Yukoners and outsiders over the last eight years, just as there have been so many voices raised in the Territory for political reform in the Territory so have there been voices raised for this kind of economic planning. All I have done is draw on the conversations of these people and the ideas of these people and I have tried to put them into a form in which they might find acceptance by this Council and by the federal authorities and be in a form that would work. I think that I have achieved that objective but there may be disagreement on that score.

Mr. Watt: I think that if you had seen the brief that had been presented, I don't know whether the other Councillors have but I asked for a copy of that report, I think that the set-up was identical,

its purpose was almost identical and we voted \$500 a year for two years in a row for it. I am not necessarily saying this is wrong but we voted money for it to get started so we would have more to work on. I would have liked to have heard more about it but we voted money for it and all they have done is that they set up a pattern and I think you are pretty well set-up the same. How can you get this economic planning board off the ground faster and more complete than the other. I don't think that I am wrong in saying that as the set-up is almost identical and I want to know how you or somebody can act as a catalyst and get the ball rolling if we get the support of Council?

Mr. Nielsen: There are two factors which bear answering on the question. First, and I emphasized this yesterday that the economic proposals can't work without the political proposals, effectively and be acceptable. The second factor is that you can achieve more efficient and more rapid action by making this effort a creature of the Legislative Assembly where you have the direction given to it, the terms of reference given to it by the government of the Territory, and it reports to the government, and if it isn't doing its work properly the government bears down. The member of the executive committee who has the portfolio responsible of revenue and finance would be the person who would be responsible to the Assembly for the working of such a bond.

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Mr. Nielsen continues.....

Motion No. 10 If he is not doing his job the opposition elements in the Assembly would be wanting to know why.

Mr. Taylor: Just one comment in respect to this. I note in the submission from the Carruthers Commission from the N.W.T. that I might say that I feel, as most members do, that we must alienate ourselves from the N.W.T. However, from time to time they come up with some pretty good ideas. In part two of their submission, much like our submission here as first we have the government structure proposals and then part two goes into subsidization of services, equalization, postal rates, community developments, areas of taxation, and so forth. It comes over to industrial development and this is where the consideration of this development board and consideration of my earlier questions about Crown corporations and also in consideration of funds being set up for development purposes of small businesses, etc. They state here that "industrial development is a field that needs more attention, a northern development board or an appropriate development corporation could play a leading role by giving effect to policies laid down by the Territorial Government. Large scale industrial development should receive the support of the federal government," and they give a good idea here when they talk about this industrial development corporation. It seems to me that in

respect of this we could well be advised to consolidate our small loans into a corporation, as a Crown Corporation of the Territorial government.

Mr. Nielsen: That is precisely what has been suggested in page 25, in the second means by which the objective, which I set up on page 24, should be accomplished. Call it the Northern Development Corporation or call it the Yukon Development Corporation and its purposes, I have estimated the expense of running it with a ten million dollar fund and incidentally that revolving fund was suggested eight years ago and I discussed these functions of the various economical proposals with an economist. Frankly I am not skilled enough to come up with this myself, so I consulted the economist so I would come to you with some idea it is going to cost and I think that is essential if you are going to sell any plan to the holders of the purse. The Crown corporation idea is another area where the idea is set up. The skeleton is all that I was interested in constructing here for the purpose of attempting to convey the feasibility of a meshed economic plan for the Yukon.

Mr. Taylor: Mr. Chairman, I have another question which involves economics, it involves revenue certainly. We are on the verge of what could be a very dynamic development of the resource industries in the Territory and I speak of Crest, Dynasty, etc. In respect of this what opportunity lies for us in the direct percentage return of corporation tax revenue or a direct portion of royalty revenues in order to make development boards function? What are our possibilities in this respect as Mr. Nielsen sees them now?

Mr. Nielsen: It is a large question to try to answer in a few moments, but, first all of these economic proposals are based on the assumption that if they are acceptable by the Council and the department, that the federal government will co-operate to the extent of providing the necessary fiscal flexibility in the five year agreement. Secondly, I suggest you cannot discuss royalties and corporation taxes in the same breath,

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Mr. Nielsen continues.....

They are treated in a different fashion. Under the existing arrangements for calculating the federal provincial fiscal agreements the federal government does, in fact, rebate portions of profit taxes to the provinces and the Territory is no exception. In both the Yukon and the N.W.T. the fiscal ratings are based on the same calculations so that these monies in one form or another find their way back into Territorial investment. In future I can't envisage any different treatment than that which is being accorded now.

Mr. Taylor: What about royalty revenues? What I am getting at here is the matter of, as we develop to this change of autonomy, after having made it we might wind up putting money in the federal



coffers; and not getting our fair portion in return. Royalty revenue is one that interests me.

Mr. Nielsen: Right now, as the Council knows, under the Courts Mining Act and the Placer Mining Act, the royalties accrued go to the consolidated revenue fund in the federal treasury. I have made no suggestion as to altering this at the present time. When, of course, the resources responsibility passes to the Legislative Assembly of the Yukon Territory that revenue would accrue to the consolidated revenue fund of the Province of the Yukon. Similarly Acts like the Yukon Placer Mining Act and the Yukon Courts Mining Act would become matters of Legislative jurisdiction of the Yukon Legislative Assembly. And I would anticipate the repeal at the federal level and the immediate passage thereafter by the Yukon Legislative Assembly as a Yukon Act. This kind of a thing is envisaged myself in the next and final stage of political development.

Mr. Taylor: What I am trying to get at here is that as we become partially autonomists, and not entirely, could we under the program as you envision it receive proportionate revenue from the resource area instead of having to go through a full period of transition before we can get the full revenue?

Mr. Nielsen: I honestly believe we do now. I don't think anyone can search his soul and say that we are not receiving back in the form of federal investments every tenth that the Yukon contributes toward the consolidated revenue fund. I believe that we are getting this revenue back now, in one form or another. Whether you can earmark them and say they are going to the construction of the developing of roads or going to the per capita contribution to the student education requirements, I am satisfied that we are getting all of it.

Mr. Watt: When you answered Mr. Taylor's question about control of this Yukon Development Board or whatever you called it, would it be controlled by the federal government or the Yukon government?

Mr. Nielsen: I am suggesting it would be entirely a creature of the Yukon Legislative Assembly and that the Board would be responsible to one of the members of the five-man executive committee with portfolio responsibility. The logical place for it would be to come under the ministerial responsibility of the minister responsible for revenue and finances.

Mr. Watt: A supplementary question is, all the development or 95% depends on mines and minerals and oil and gas and water resource and how is the Yukon Territory and the head of this department going to have anything to do or have anything to say over these? They are in the hands of Ottawa.

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Mr. Nielsen: I don't think so. All of these proposals again are based on the premise that the federal government recognizes that there is no price tag on the creation and function of democratic institution. It is based on the premise they will apply the same reasoning to the Yukon at this stage of it's development that they applied when the Province of Manitoba was developed. It is based on the premise in the acceptance of these proposals as they applied to P.E.I. and Newfoundland. The federal government will continue it's fiscal obligations in the Yukon with the operation in method whereby the purse strings will be passed to the responsible individuals who are capable of exercising responsible decisions for the Yukon Assembly. Again, I saw the example of the school board.

Mr. Watt: As to Prince Edward Island and Newfoundland, do they have jurisdiction over their oil and gas and mines and minerals, etc.

Mr. Nielsen: Of course they do, but let me suggest to you that the same heavy fiscal subsidy existing between 1905 and 1930 between Alberta and Saskatchewan, this was a period when neither of the provinces had resource control but they exercised the kind of decision of a legislative assembly that could be exercised here.

Mr. Watt: This is a matter of opinion on your part. Do you think that Newfoundland and the way they have been developing would develop as fast as they are if they had not taken the action they have?

Mr. Nielsen: I don't think Mr. Chairman that Mr. Watt and I disagree on objectives. I believe the only difference that exists between the Councilor and myself is in the timing. I can't argue because I believe that ultimately to achieve autonomy must control our resources. I believe in two things. I have a conviction that we shouldn't take this big step now because we are not ready for it. We shouldn't take the ultimate step because we are not ready for it. Secondly, I believe that, and here I am not suggesting that you are irresponsible, it is more responsible to follow a course of political and economical development particularly autonomy that has been tested by time and history. I am suggesting nothing new in this program as it has occurred in all the formations of the Provinces save the provinces of confederation. All the provinces went through these stages and the government is going to look at the proven value of it's and the historical significance and I am suggesting that we take the next step in what we know has been time tested and proven, the kind of political development that has borne proof in the past. It has been accepted. If any province or territory had control over it's resources and fiscal capability from these resources that it would develop faster if the control was local but, may I suggest to you again the importance of not underestimating the large dependence which we must place on the federal fiscal investment of the Yukon and we will be in this position for several years. I think we must

leave the federal government in the position of the custodian of these resources with the obligation of continuing heavy investment for a few years yet and I believe the Yukon will be far better off if they ask the federal government to continue this responsibility until such time as we have required skills and experience and established an economic foundation and then I suggest we would be ready.

Mr. Southam: At this time gentlemen I will call a recess and we will reconvene at two o'clock.

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Wednesday, April 13, 1966.

2:00 o'clock p.m.

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Mr. Southam: I will call the Committee to order and we will continue. Mr. Watt has a question I believe.

Mr. Watt: Yes, Mr. Chairman, I believe when we finished Mr. Nielsen was saying that we should retain our mines and minerals, oil and gas with the Federal Government because we do not have experience help available here. There is a suggestion in this brief by the Northwest Territories and, I don't say that we should accept the whole brief or anything, but there was one suggestion that the Civil Service...there should be a public civil service responsible to the Executive. It should be divided into appropriate departments. The Civil Service might be staffed largely by the transfer to Territorial employ of Federal Civil Servants who now perform Territorial functions. I am trying to say that possibly this could happen if we were to take these steps and we got these resources...the asset side of the resources and not just the liability side...so that we had the talent. The Service might be staffed largely by the transfer to Territorial employ of Federal Civil Servants who now perform Territorial functions. The status in the Federal Civil Service of these transferees should be protected by their being given leave of absence terminable at the instance of the employee. Territorial salary scales should be such as to attract and retain highly qualified personnel with subsequent increments on taking up with the Territory as are appropriate with higher food costs, utilities...I am suggesting that possibly if we do not have the trained personnel at this time that something like this could be offered to the personnel that are already administering this part of the Civil Service here so that when our new setup of government comes, there will be trained personnel here to help train the heads as cabinet posts. What are your comments on that type of removal of talent...possibly from Ottawa or wherever they are...and importing them here until we can adequately take care of these things ourselves.

Mr. Nielsen: I have suggested that in the background paper on page 16 after having discussed the transfer of specific administrative functions from Ottawa to the Yukon...I say thirdly, those fe



remaining administrative functions now performed in Ottawa with respect to the Yukon should be transferred to the Yukon along with the personnel responsible for the departments who would become a part of the Territorial Civil Service where necessary. The Northwest Territories' presentation to the Carrothers Commission in that respect was made for the purpose of correcting a situation...an undesirable situation which now exists in the Northwest Territories as Members are aware. They do not have a Territorial Civil Service. Every single administrative function in the affairs of the Northwest Territories is Ottawa controlled with one exception. That is liquor. Every other one that is there. There is no Territorial Civil Service. What they are suggesting is that a Territorial Civil Service be set up much along the lines as the one that has existed for so many years in the Yukon. Now, I think with respect to the remaining point that was raised by Councillor Watt, Mr. Chairman, I would like to make it abundantly clear that I am not suggesting a delay in the transfer of resources solely for the reason that time is necessary to acquire the skills and experience.

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Mr. Nielsen continues:

which will more ably fit us for the job of responsibly discharging the Re Motion  
administration. That's just one factor. This very helpful editorial in No. 10  
the Yukon Daily News of today's issue makes the mistake of resting  
its case on the premise that this is the only reason I am suggesting  
the delay—namely it takes time to acquire skill and experience. This  
is not right. I have suggested that it is extremely essential that the  
Federal Government maintain its substantial fiscal investment in the  
Yukon Territory in the resource development field. It is essential that  
the millions of dollars necessary for the construction of roads and  
other communications, smelter studies, perhaps for Federal fiscal  
participation in the construction of smelters and this sort of thing, is  
beyond the resources...the fiscal resources...of the Yukon at this  
time. If we were to say we want to handle these resources now, the  
Federal Government could, with all justification, say, "Well, if you  
want to assume the position of a Province now, fair enough, but  
along with that responsibility that you want to assume, also come the  
fiscal responsibilities" because the Provinces are responsible for  
developing their resources from within their own fiscal capabilities.  
This, of course, is the biggest...one of the biggest arguments if not  
the biggest argument against the proposal that we assume autonomy  
now. This is the biggest argument that the opponent plan put  
forward. That's another reason. The other facet that has been sug-  
gested, namely the acquisition of public service personnel to staff the  
Civil Service positions so that the necessary skills and experience  
will be there at the time of the setting up of the new Legislative  
Assembly wasn't what I was thinking and wasn't what I was  
proposing when I suggested the delay. The lack of skill and experi-  
ence I suggest does not exist in the Civil Service. It exists in the



elected representatives until the new Legislative Assembly has not only acquired the diplomatic skills that are necessary to handle resources that are important not only to the Yukon but to Canada as a whole but until the newly elected Assembly...the newly created Assembly...has even acquired the skills necessary to manage its own affairs, to function as a Parliamentary institution, to run in an orderly fashion its own House. It is necessary to proceed slowly. I shouldn't say slowly...to proceed cautiously. I am not advocating a snail's pace by any means. I am simply advocating an approach of caution...an approach of responsibility. I am advocating that it is essential that the newly created Assembly be given time to acquire the skills and experience that it took years for these institutions in the Provinces to acquire. I don't think that we could, for instance convert this Council to a Legislative Assembly next week and immediately embark on the assumption of all of these responsibilities with any efficiency and with any security in the knowledge that we know what we are doing. This is what is going to take the time. I am not saying that it should take twenty years or fifty years. I am simply advocating a more cautious approach...a time tested approach.

Mr. Watt: Mr. Chairman, with respect to that particular point, I think that Mr. Nielsen will agree that most often some of the best premiers in Canada have come from all walks of life, a couple of hardware merchants...one from B.C. and one from Saskatchewan...and several ministers. I am not sure what all the rest of them do. Take Saskatchewan for example, they have converted a government completely from a CCF Government to a capitalistic type of government and in less time than we are asking to have a conversion here. They have changed the whole political set up and the political outlook of a province with roughly a million people in it. He

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Mr. Watt continues:

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is a hardware merchant. We are asking to make smaller gains...possibly a very intelligent hardware merchant, but I think that the direction he got was from the experienced Civil Service. You've got your two main policy makers and that is your elected representatives. I think, which you disagree with, they can gain these skills real fast if they go to the department heads which is being done in most cases and, secondly, that these high class civil servants could be sent out here too as you have already partly agreed with.

Mr. Nielsen: I think that you don't intend to do so I am sure. The heads of departments here in the town that is now available, within the departments that are functioning now in the Yukon Territorial Civil Service, you will have to travel pretty far to find anyone that are as capable as they are. I don't think you could say that you could classify them as low class...I am not suggesting that you are doing

this...members of the public service. I don't believe you can go outside, for instance, and find someone as familiar with welfare problems as our present Director of Welfare and you could pick other examples in the Civil Service. As to the validity of the proposition that Councillor Watt puts forward, Mr. Chairman, he speaks of the transition of the Government in Saskatchewan, but I suggest that here you have a situation where the skills and experience of which I speak existing in politicians have been there for thirty-three years at least...from 1930...until 1963 when that transition took place so that you had a very solid background of experienced personnel already in the Legislature in the Province of Saskatchewan in that instance and the premier, who had a very full background of legislative and political experience. There is a vast difference between that situation and a situation where we are all of a sudden inducting at least eight new members and possibly others...if you gentlemen run again...into a new legislative assembly. Here you are working with people who have not even the skills that the members of this Council have acquired...brand new legislators who have been inducted into an assembly...who could be your majority. I am suggesting that it takes a little bit of time for these type of skills to be acquired. Heck, it took...I dislike citing a personal example...but it took me eighteen months to find my way around the building down there and at least three years before I could knowledgeably find my way around departments in an effective fashion. I am suggesting that time is necessary in this instance. It would be different if we could tomorrow create the assembly on the basis of the skills that are present here. That's not going to be the situation.

Mr. Boyd: Mr. Chairman, isn't the point before us to get the principle...the contents of this approved by Ottawa? At least that is the...as Mr. Nielsen says...a big step. Then, as we think we are capable and can show we are capable, start asking for another step. This would be my thinking on it.

Mr. Taylor: Mr. Chairman, I wonder if it may be possible for Mr. Clerk to ascertain from the Legal Advisor, of course, when he feels our prepared document may be ready. For instance, if it will be ready this afternoon.

Mr. Southam: I have already asked the Clerk to find out.

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Mr. Taylor: Mr. Chairman, I can only say that I wholeheartedly agree with Mr. Nielsen in this respect that we have got to...I like his remark that we have to approach cautiously and yet not at a snail's pace. I will dwell no more on that. I think it is important now that we take phase one of this report and deal with it and get the basic recommendations down and get a resolution away starting the wheels of industry going to, in effect, bring this autonomy to the Territory. I

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think the approach is good. If we keep our demands on a reasonable basis, I am sure that the Minister in his wisdom will eventually concur with our request. I think that if we go a little too far and ask for too much all at once, we just might lose the whole issue. Those would be my feelings on the matter.

Mr. Watt: Mr. Chairman, in both of these main topics—one is economic development and the other is political development—our time here is wasted unless there is a reasonable chance of what we are about to do...our request...would possibly be successful. If I could go back to the economic development...the Yukon economical development side of it, I would like to refer back further and ask why the organization that was set up...the Research and Planning and Development Committee...failed, and I think Mr. Cameron could add quite a bit to this. I will just read part of the letter that Mr. Hougens sent. I will just read the last little bit of it and it says: "I have discussed the work done to date with Bob Campbell who represented the Board of Trade on your committee last year. He is in full agreement that we should write this letter to ask where best we can fit into the overall picture and offer assistance. This matter has also been discussed with several government department heads and with the Commissioner, as well as business and mining industry leaders. There seems to be general enthusiasm for the Economic and Planning Committee or Commission, and the faster the pace for the completion date, the better." This was back in 1963...or March 9, 1964. This was virtually the same type of setup that we are planning in this economic development part of the Yukon. This is the main theme of it and Mr. Nielsen says that the main difference between this one and the other one is that the new type of plan will be headed by a cabinet appointed that will be able to keep the thing moving. I would like to hear Commissioner Cameron's reasons why this failed. The Council had voted money and offered support to this. The Council had voted money and there were discussions, it said, between Commissioner Cameron and heads of Territorial Departments which is virtually the go ahead...to me it appears to be the go ahead. I would like to find out...if it is impractical, then we can eliminate a long part of this...but if the Commissioner, in his experience now, can suggest some reason why it failed and offer us an addition or something so that the economic development of the Yukon...the whole economic part of your plan...would become successful. I think that the few minutes the Commissioner would spend with us would certainly be worth the time of Council. It may not take him very long. I understand he is very familiar with it. He guided us...gave us some instruction...on why this money should be voted in Council at the time that we had so he must know quite a bit about it. He thought it was worthwhile at the time and it may still be very worthwhile. I would like to ask if Commissioner Cameron could come down for a few minutes. It involves about half of our whole talk here



in this economic development. Maybe Mr. Commissioner could add something to this...if Council will co-operate in this.

Mr. Boyd: Mr. Chairman, Mr. Watt, I think, is talking about a \$500.00 grant to this particular organization. That \$500.00...I happened to have attended every meeting that they had...and that \$500.00 was merely to pay their expenses and let them keep a secretary and have a dollar in the bank in order to be classified as an organization. This plan here was drawn

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Mr. Boyd continues:

p, in a sense, discussed with such people as Digby Hunt and Mr. Re Motion  
otz and others but this is as far as it got. It got to the discussion No. 10  
page and nothing further. Nothing further, and the money we voted  
was not for the purpose of getting this off the ground. It was for the  
purpose of enabling this organization function...merely that...in  
order that they could carry on and the end result is of this...and  
as a consequence of this...and as a result of the money we did vote.  
We have now voted \$150,000 for the very purpose which you are  
talking about—which hasn't got off the ground yet. This is the  
answer.

Mr. Shaw: Mr. Chairman, Mr. Watt has made a request. He needs  
further information which he feels the Commissioner can supply. I  
think it would be quite in order if the Commissioner is available that  
he come down here and Mr. Watt can ask him his questions.

Mr. Southam: Mr. Clerk, will you see if the Commissioner can come  
down.

Mr. Nielsen: Mr. Chairman, may I point out that while there is no  
fundamental difference in what I have proposed for a Yukon Plan-  
ning Board and the proposals in Mr. Hougen's brief or whoever was  
the author of it, there is a fundamental difference in the overall  
proposal that I have placed before Members in this background  
paper. I have set forth three primary objectives which I feel should  
be our provisional objectives for economic development of the  
Yukon. I think it might be rather important just to review those. It  
can be done simply by reading them on page 24. There are three  
means by which these objectives can be achieved in the field of new  
programs and neither one of those three can exist without the other.  
Only one of them, the first one, is similar to the plan to which  
Councillor Watt refers. You will notice that I have suggested that the  
three means by which this development can be achieved is by (a) the  
setting up of a Yukon Development Board to do the planning and for  
other specific purposes which I have set forth on page 24 and  
following. Secondly, to set up a Yukon Development Corporation to  
implement the objectives which are laid out as a result of the  
findings and recommendations of the Yukon Planning Board and



thirdly, a Yukon Loan Board to administer loans to small businesses. We have a three pronged attack on achieving the objectives set forth. First, the Yukon Planning Board. Second, the Yukon Development Corporation and third, a Yukon Loan Board. These three cannot exist in a vacuum. These three must go together as far as the overall economic blueprint I have suggested. So it is something new...quite different in essence...isolating the planning phase of it, there are similarities...several of them, but in the first place, the fundamental difference lies in the overall blueprint which I have presented in this background paper and, secondly, another fundamental difference exists in this in that the paper that Councillor Watt read from was essentially a plan for a plan...a plan for an analyses. It stopped there. There was no machinery set up, as far as I could determine from my brief examination of the document which Councillor Watt was kind enough to let me see. There was no follow through. There was no machinery set up for the purpose of implementing any of the plan and that is precisely what I am suggesting you do by the creation of a Yukon Development Corporation and the creation of the Yukon Loan Board. You will notice that I have made provision with regard to the provision of working capital...in both instances . . . 2 and 3 . . . the Yukon Development Corporation

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Mr. Nielsen continues:

and the Yukon Loan Board. I have made provision for administrative estimates as well. There is quite a fundamental difference between setting up an organization to analyze the plans that should be made and the proposal which I have made which provides the machinery for implementing any recommendations the plan has come up with as part of an overall approach.

Mr. Commissioner enters the Council Chambers during the discussion.

Mr. Southam: I was just telling the Commissioner that Councillor Watt has one or two questions he would like to ask.

Mr. Watt: Yes, Mr. Chairman, that last question was partly answered by Mr. Boyd and partly answered by Mr. Nielsen. The answers to me seemed different unless I was mistaken. One answer was that Mr. Boyd said \$150,000 was set up this year in the budget for the continued use of this and Mr. Nielsen says that this was just a planning committee . . . a plan to make a plan. Now \$150,000 is quite a bit of money just for a general plan to make a plan. I asked Mr. Commissioner to come down because the Territorial Council had voted \$500,000 a couple of years in a row and as Mr. Boyd suggested, \$150,000 had been added in the budget this year to carry on the work of this Research Planning and Development Committee. This was the information that was given or something very similar. What I am getting at here is

that Mr. Nielsen has a plan that is similar to this. I don't know if it is duplicating the \$150,000 that we have voted for...or whether this is a little different. If it is different, I would like to know whether that \$15,000 would be still necessary or if we should enter a new item in the budget and, secondly, this last paragraph here...as far as this Committee has been set up that we voted money for...it says...this is a letter by Mr. Hougen... "This matter has also been discussed with several Government Department Heads and with the Commissioner as well as business and mining industry leaders. There seems to be general enthusiasm for an economic planning committee or commission and the faster the date for the completion date, the better". I certainly agree with it, but if what we are doing now...if this old plan fell apart, I would like to know if you have any suggestions why it fell apart, and if we are going along with an idea such as this, then what can we do to avoid it falling apart again so that it can be systematically carried out. Mr. Nielsen has suggested the main difference would be eventually having a year and a half from now when the new Government is set up...having a cabinet minister in charge of it. This particular planning development has had the co-operation of the Territorial Council in the voting of money. It has had the co-operation of yourself as it says here and they have had discussions with other members of the heads of departments and the mining industry leaders and it says there seems to be general enthusiasm for the economic and planning committee or commission. I think there probably would be. Could you offer any other reasons why this failed and what we could do to make sure the other one carries on successfully without bogging down for the same type of reasons that this has?

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Mr. COMMISSIONER: Mr. Chairman, I am not sure that I understand the situation. I think I can possibly clarify this \$150,000.00. I have never seen this document before. I presume this has been put out by the Yukon Research and Development Institute. Is this the organization that put this together? Yes...well, we have had meetings with them on two or three different occasions, but possibly if I just gave a light recap of the original intention for which this organization was set up. They suggested that basically an economic study be done in the Yukon Territory with the financing being a combination of private industry, Territorial Government and Federal Government. At that time, they had a price factor of \$45,000.00 which they felt...we would each put in \$15,000.00...they could hire one individual to do such an economic study. This obviously had some iterations or fell by the wayside, however, the idea of an economic study never did fall by the wayside. It was never cancelled or it never fell apart. Over this past year, we have been working with Ottawa, asking and sort of trying to speed up the idea of doing an economic study and a constitutional study. Ottawa, to the Deputy

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Minister level, had agreed that this would be a good thing and they felt it should be a cost sharing effort between the Territorial and Federal Government and the Yukon Research and Development Institute have offered their services wherever they can be used. If they require funds...Government funds...to do a certain portion of studies that they might be asked to do, these will be made available to them. They have shied away from the private industry financial participation and possibly they have a point because it was felt that people on the street might get a biased...figure this was a biased report with certain industries and certain companies and so on putting in large sums of money or no sums of money into it. Ottawa said, "Well, this is fine. We feel that we should probably carry the majority of the costs, however the Territory should carry some". Keeping in mind that it is our feeling that time is of the essence... we don't want it two, or three, or four, or five years from now... we would like to get it started—either both studies or the economic study which they seem to place a greater priority on—within the next few months and within the next few weeks if possible. In order to do this...to get Federal money...takes a considerable amount of time. It quite often takes a few months to get it and our finances are such at the present time that we felt that we could put \$150,000.00 into the budget. They report the cost as estimated between \$150,000.00 and \$200,000.00 for the full study—economic and constitutional study. So, we placed this \$150,000.00 in the budget so that the study can get underway at any time without any holdup. We would hope that when this thing is completely finalized and on the rails that our share would be approximately \$50,000.00 or \$75,000.00 and the additional \$100,000.00 would be Federal funds. This study is to be done by an independent outside organization. The name that has been thrown around for lack of knowledge of other firms is the Danford Research Institute but there are other organizations similar to this. A group such as this would be contracted to make this study. The costs for such a study would be shared by Territorial and Federal funds, so the \$150,000.00 is merely a figure that was thought would cover certainly the start of both studies if necessary and by the time we got through Treasury and the Cabinet and so on for Federal funds, there would be additional money available. Our share will be established when these things get underway as to how much the Territory will pay and how much the Federal Government will pay. The constitutional study, I understand, is going to be delayed for two or three months or maybe six months until they have a report from the Carrothers Commission. In the meantime, they have no objections, as I understand it, to getting underway in the very near future on an economic study and the Minister met with this Yukon Research and Development Institute and



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Mr. Commissioner continues:

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expressed his appreciation for their interest and willingness to participate and said that he would certainly keep them in mind and that they would, no doubt, be used wherever possible... certainly for the accumulation and development of the factual side which is required to submit to any study group that come in. This study, of course, is not just to be, in the final analysis, an accumulation of facts. It is to be a recommendation as to how the economics of the territory could be developed... along what lines in the future. I don't know whether I have answered Councillor Watt's question or not. I just tried to paint the picture from its inception and where it stands at the present time today.

Mr. WATT: Mr. Chairman, I was quite sure on that \$150,000.00 myself. I think the whole idea of some kind of a research thing is good and it appears that the action that the Administration here has taken in putting this amount in the budget and having it approved will act as a catalyst to get this thing underway as soon as possible rather than waiting for the Federal Government to come up with their share first. Now, the next question to the Commissioner... a supplementary question to this... have you read Mr. Nielsen's submission to the Conservative Caucus...

Mr. NIELSEN: It's a background paper. It hasn't been submitted to anyone else but this Council, plus one other person.

Mr. WATT: With respect to the economic... there is a section on this... one is political, the other is economic development of the Yukon. Have you read the economic development part of it?

Mr. COMMISSIONER: No, Mr. Chairman, I haven't seen this document.

Mr. WATT: It appears to me that there are two parallel development plans being proposed here. One by the Territorial Government and with the agreement of the Federal Government. Now we are discussing another one. They are very much the same I think except for the actual who is going to run it when it gets here. What I am wondering about... I am sorry that you haven't read this... because I think they are so parallel that they are the same thing. One is going to nullify the other. The small differences that there are may just create confusion in the minds of Ottawa now and those that are in your Department in Ottawa. Now that we have already approved a rate for one economic development committee, now you want another one. Would these two go ahead together? Or would one cancel out the other? I appreciate the part that Administration has taken here in using as a catalyst to get the one on the road as fast as they can. It appears that maybe one of these programs... they are so close to being parallel... may cancel out the other and offer confusion in the



eyes of those in the Department of Northern Affairs...to confuse them and delay them maybe a year or two years. I would like to ask Mr. Nielsen...possibly he could answer if he has talked to any of the heads of the Department of Northern Affairs on this...Mr. Laing or anybody in a pretty good capacity...if there is a conflict with these two plans. I think we should do either one or two. Either cancel out one of the plans...either the one that the Territory has presented or this other one or merge them both together somehow.

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Mr. Nielsen: Mr. Chairman, I am very glad that the Commissioner has come down and explained this \$150,000. It has clarified things for me. Let me point out that, with great respect to the views expressed by Councillor Watt, there is no fundamental similarity between the proposals that I have placed before you in the form of a background paper and what the explanations have been offered by the Commissioner. First, if any similarity does exist, it only exists with respect to the planning machinery that has been suggested by the Territorial Government and has been suggested in this background paper. The Territorial Government has made no reference or any suggestion whatsoever with respect to the setting up of a Yukon Development Corporation. The Territorial Government has made no reference to or suggestion for the setting up of a Yukon Loan Board to administer loans to small businesses. The explanations offered by the Commissioner suggest that it is the intention to carry out a double barrelled study...one on the economic development of the Yukon and one on the constitutional development of the Yukon. I have advanced my views as have other members of the Council in these discussions as to the second of these studies. I feel they are unnecessary and will only serve to delay the day on which we can achieve further executive control to eventual autonomy. As to the first objective, that of the economic study, the Commissioner's estimations have been most helpful because if you will examine the first proposal...the first means by which I suggested economic objectives can be achieved...commencing on page 24 going over on page 25, you will see that I have proposed that a Yukon Development Board be set up. Its purpose will be precisely to conduct the kind of study that is envisaged by the Territorial Administration in the allocation of \$150,000.00 for this purpose. Furthermore, you will see that I have estimated the administrative expenses for the function of such a Board at \$69,000.00 per year, further \$500,000.00 for a five year period to cover specific and special studies. Breaking that down it's \$100,000.00 a year. My estimate for functioning such a Development Board for one year is \$169,000.00 which is very close to the amount of money you have appropriated for this purpose, but may emphasize that there is no purpose, in my view, in my submission, in the Yukon Planning Board unless the effective...there's no purpose

in setting up the Yukon Planning Board or even conducting the study unless you provide the machinery by which the results of that study can be implemented. I am suggesting that machine is (a) a Yukon Development Corporation with a revolving fund of \$10,000,000.00 (b) a Yukon Loan Board with a fund of \$1,000,000.00 for the purpose of loans to small businesses for the specific purposes that I have set forth on pages 25, 26, 27 and 28. I won't take up the time of the Council by reading those but if Members of the Council will read these purposes for which these two additional features of the economical development proposal which I put forward which do not exist, as far as I can detect from the Commissioner's information about the Territorial Administration's scheme or plan. Then, you will see that there is a very fundamental difference between the two. I think, Mr. Chairman, if you will permit me to observe, that my impression was of the first two votes of \$500.00...it was my understanding that these votes were passed by Council for the purpose of making a plan but my remarks in that respect had no reference whatsoever to the allocation of \$150,000.00 which was passed, I understand, this Session...or it is included in the budget.

Mr. Watt: One led into the other, didn't it?

Mr. Nielsen: They were quite separate...it was my understanding. My remarks in that respect only concern the \$500.00.

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Mr. Commissioner: Yes, Mr. Chairman, there is no connection between the \$500.00 which you are referring to that was set in for the Yukon Research and Development Institute. The \$150,000.00, unfortunately when the budget first came out, somebody had mistyped it and put in there Yukon Research and Development Institute \$150,000.00. It was meant to have Yukon Research and Development Committee program...in other words a program be set up. What Mr. Nielsen has done, as I understand it, is he is presenting a plan to you...he has a plan. We haven't done that...the Administration...We are saying...the Administration is...that we feel that there must be something...some changes that must be beneficial in this day and age that are required. They are different from what was acceptable sixty-five years ago. This is about the sum and substance of it. We also feel that we would like to be able to direct industry on how they could best spend funds for the development of the Territory. That's just about the end of it right there, and in order to show how we feel very concerned about this, we feel it is a most important subject to deal with, we put in the \$150,000.00 to show our good faith. As I say, we hope to have some of that come back but we don't want them to be able to say, "Well, it will take us six months or a

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year to get this through Treasury, or through Federal coffers in order to get this money". We haven't dealt with any plan or any program or so on such as Mr. Nielsen is submitting to you. We merely made the point that we want this done. We are prepared to help financially. We think it is essential that it be done as quickly as possible.

Mr. Taylor: Mr. Chairman, I have worked very, very hard on this problem of autonomy for the Yukon for many years now and seeing it fast approaching, or seeing we may fast realize such a possibility, I think it is well to remember that this document that we speak of is an untabled document and it is merely used as a reference—part of one of which, of course, refers to the tabled document which was the address of Mr. Nielsen at the Resources Conference outlining the provisions that he feels have to be made in order to achieve at least partial autonomy. Much time and study has gone into this by Members of Council both here and prior to Mr. Nielsen's visit. We have had a great deal of time to consider the document and to discuss it, but phase two is a new item—that is the economic aspect of this report. Now, I might say that I feel that phase one should be proceeded with in the most expeditious manner...as soon as humanly possible and I believe that Mr. Legal Advisor is giving us some assistance in this respect at this time; but in respect of phase two, I think that if you gentlemen will recall or those that have had some time in Financial Advisory Committee when we did make the first run through the new Five Year Fiscal Agreement, that many of the matters and principles embodied in phase two as we have noted it here have been subjects of consideration, not in any great detail, but in...and will be in the discussion respecting the next Five Year Agreement. I would also submit that this document, as I say, is directed to a Partisan Political Caucus and maybe properly so, must contain certain political overtones. I think that we must then use this as merely a descriptive...or an aid in future thinking of economic consideration. Now, when we are talking about economic considerations, we are talking about establishment of development boards. I think this has been given some prior consideration here prior to this discussion. I think it is sound and also the development part has received some prior discussion in Council and I think it is also sound. I think these ideas, basically, are sound. There may be one or two points that should be considered, but I feel that the whole matter of economic consideration should be studied in some depth and detail. This has, of course, come before us as a capsulized body. This will entail some time to deal with this. I would suggest



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Mr. Taylor continues:

that no immediate action be taken with respect to this economic portion of this document but, however, I think active study should be given to it and, possibly at a later date, having seen how we are doing on phase one of this particular program, then we can come out more strongly with any part of these proposals we are going through. I think this is very, very important. I think it is important we do it his way.

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Mr. Watt: Mr. Chairman, I would like to ask the Commissioner ..maybe I wasn't listening or maybe Mr. Taylor wasn't listening ..but I understood that what you had said was that this \$150,000.00 as been voted here is for a parallel economic development and a political development. Did I hear you right in saying that this was the idea that the Federal Government was going to kick in for parallel development of both of these?

Mr. Commissioner: Mr. Chairman, I am not sure of the word "parallel" in there. The \$150,000.00 is put in for either one or both of the studies. My personal opinion, which has been expressed many times, is that they go hand in glove. They should be done together. However, I understand the economic study is to be done first and the institutional study will be started when the Carrothers Commission report is being submitted for the Minister's study.

Mr. Watt: Mr. Chairman, I still, as Mr. Taylor says, possibly we don't have to jump up and accept everything whole heartedly right now or reject it right now but we should after some more discussion here either in Council or after Mr. Nielsen leaves...to me it appears an awful lot...after reading this which led to this \$150,000.00...there are two developments taking place economically—or two suggestions for an economic development. Personally, I like Mr. Nielsen's idea better because it appears to be in a position...there is more money involved that would do more actual development if this thing took place. I would like to suggest that what I would hate to see that the Territorial Council here jump up and down and accept Mr. Nielsen's proposal and then have Ottawa come back to us and say, "Well, here you voted \$150,000.00 for roughly the same thing, only it is a little bit different. Now, what do you want?" and it is left for another year. Conversely, I would hate to see the Administration's proposal thrown out because we are accepting something that is almost the same but a little bit different. I would like to suggest that possibly Mr. Nielsen and Mr. Commissioner could get together and find out if there are any differences and assure us that there isn't so that we are not voting two sets of money for two economic development plans that we are asking to have instituted at the same time. I do think that the overall idea of some systematic planning is good.



Mr. Nielsen: Mr. Chairman, my understanding of the Commissioner's remarks... the money is simply being set aside and there has been no plan or blueprint devised yet as to how that money is going to be used. On the other hand, the background paper that I have presented to you... again I emphasize the Members of this Council and one other person are the only people who have seen this document... sets out a specific and detailed blueprint and one observation, Mr. Chairman, with respect to the remarks of Councillor Taylor... the economic proposals which I have set forth involve... over a five year period... well, over a one year period, they involve \$11,400,000.00 and if any serious thought is going to be given to urging the acceptance of these proposals, some provision would have to be made for this kind of money in the Fiscal Agreement before it is finally signed. If not, then you have a five year delay,

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Mr. Nielsen continues:

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and in this respect I agree with the remarks of the Commissioner: economic and political development go hand in glove. You can't take the one part, as I said yesterday, and consider it a vacuum. I do disagree, however, that two studies are necessary.

Mr. Watt: Mr. Chairman, to save Council's time on this matter, could I possibly suggest that Mr. Commissioner be given a copy of this and possibly tomorrow, after he looks it over, he could assure us if there is any basic difference. I don't think that two parallel studies would be necessary either, and this could possibly be done between two individuals easier than doing what we are here right now. I think Mr. Commissioner should have a look at this so he can advise us fairly well on this. He knows a lot about the one plan. He doesn't know too much about this one. Mr. Nielsen, on the other hand, knows an awful lot about this plan but not too much about the other one.

Mr. Commissioner: Mr. Chairman, I would like to definitely clear this. There are not two plans. There are not two plans at all. Mr. Nielsen has submitted a plan and we have merely said that such plans or studies should be made. It's not a case of whether Mr. Nielsen and I get together and agree to anything. We have merely hoped, convinced our Minister that these studies are necessary, and he has indicated that he agrees they are necessary... as to just what dates he is going to do them, this is up to him. When he informs us that the study is going to get underway, he will also inform us probably who is going to do the study and during the course of Mr. Nielsen's duties as our Member of Parliament, he will make certain things known in Parliament to our Minister and in private to our Minister. Here, again, the Minister of Northern Affairs, if he accepts or doesn't accept, it is up to him. It's not a case of us deciding here at this table on some plan. Any ideas that you people agree with as

Council from the submission that Mr. Nielsen has made because you have asked him to appear before you, will be helpful to our Minister and to the Government in laying out the rules of the plan or the rules of the game, but there is no plan. I would like Councillor Watt to understand that we have no plan. The Government has no plan at all. There is no parallel plan. There's no duplication of plan or anything at all. If there was a plan...if we were to say today, "We accept the plan", there is only one that we could accept. It would be this. If this is a plan, which I understand it is...there is only the one...because we have no other plan. I don't think there is any conflict as far as Mr. Nielsen and I are concerned at all. I don't have any plan. I don't have any recommendations for a plan. I am just convinced in my own mind, and I am sure you Councillors are, that we require an economic picture of the Yukon today and where our future lies and we also require some steps set down as to how we carry on politically.

Mr. Southam: At this time, gentlemen, I will call a recess.

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Mr. Southam: Gentlemen, I will call the committee back to order and see if there are any further questions of Mr. Nielsen? Motion  
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Mr. Boyd: I have no further questions but could Mr. Nielsen not carry on from where he left off. Mr. Nielsen has said that this was Ottawa's idea and this is why I asked if there would be a delay.

Mr. Nielsen: It was Ottawa's idea and I am suggesting that if the Council agrees to that point of view it should make it known.

Mr. Boyd: I have no more questions.

Mr. MacKinnon: I would like to ask Mr. Nielsen, Vote 13, Justice, now that is actually under the Territorial government at the present time and does he mean more control if we adapt the policy.

Mr. Nielsen: The policy I have advanced would involve absolute jurisdiction as though the administration of justice were included as one of those separate subject matters over which the Yukon Legislative Council has jurisdiction in Section 16 of the Yukon Act including the setting up of the Attorney General's office and in all respects functioning as it would in the province with the exception that the Attorney General would be, pardon me there would be no exception, he would be one of the members of the executive committee who would hold a portfolio of member responsible for justice and attorney-general.

Mr. MacKinnon: Mr. Chairman, I would also like to mention to Mr. Nielsen, we seem to have about 16 or 17 departments at the present

time that are all liability departments and how would it be handle with five ministers of the Territorial government. Would they have several departments, each one?

Mr. Nielsen: No, some of them would involve more than one responsibility. I don't think, with respect, that the description of a liability department is an accurate one and in fact it does dis-service in my estimation to the suggestions as to executive control leading to autonomy. It dampens the vigor of the proposals. The control over revenue and finance cannot be called a liability department. The removal of the prohibitions existing in Section 24 of the Yukon Act provides not liability but the vehicle for control over the fiscal matters in the Yukon. For instance it would give the legislative assembly, as envisaged, complete control over taxation, complete control over any other method which the assembly raised to raise money in the Territory. That control combined with the removal of section 24 would be giving the legislative assembly the exact economic control over our own destiny as exists in the provinces with the sole exception of resources.

Mr. MacKinnon: Would this include the liquor department, fisheries, forestry, lands?

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Liquor, absolutely. It would not include fisheries, and this question is very helpful as it is bringing up points that haven't been made. There is some confusion with respect to water resources. That appears from the editorial again where it is stated that the federal government has exclusive jurisdiction over water resources. That is not so. The provinces have resource control including control over water resources except where the disposition of the water resource is international. The Columbia River arrangement is an excellent example of that kind of control that exists within the province subject to federal control over the export of the resource product of water. That should be clarified. Now, fisheries is under federal control and this is so nationally and I don't contemplate that there would be any possibility of success in asking for this resource to be transferred completely since it would mean that a similar policy would have to be adopted in every province. I believe though that consideration should now be given to this possibility. Forestry, it would contemplate federal control of that now. It is not one of those resources I would include with water, minerals, etc. This of course is the situation in the provinces. There was one other mentioned, land administrations, which have suggested that it be transferred. Incidentally I have suggested that administrative control for mines and oil and gas, while it should be retained for the moment by the federal government, the responsibility should be charged here. The machinery in Ottawa should be moved and transposed in the Yukon together with the personnel necessary, as it is in the provinces.

Mr. MacKinnon: Speaking of fisheries, you make reference to holding that within the boundaries of Ottawa. Are you referring to fresh water fishing?

Mr. Nielsen: I am referring to the existing federal jurisdiction over fisheries. If you discuss fresh water fishing this is under the purview of the provinces except where water is international the Great Lakes for instance. There is no reason why this resource couldn't come under control of the Yukon.

Mr. Watt: Two main questions and that is that Mr. Nielsen you suggest a couple of alternatives to implement these things that we are going to improve. When you get back to Ottawa what do you propose to do. What is the system you are going to use?

Mr. Nielsen: Nothing until... I take it that my purpose in appearing before you is to obtain direction of this Council. I contemplate that you will be deciding on a resolution with which we will spell out the extent which you want to go with regard to these proposals. That is number one. Number two, I anticipate that you will be considering the passing of a resolution requesting the Minister to take these proposals into immediate consideration and implementing them at the earliest possible moment. Number three, at this table we have been considering a resolution requesting that the Commissioner to pass to the minister the desire that he appear before the standing committee on Northern Affairs of the House of Commons. Lastly I think you will be considering a resolution which would be to request the minister through the Commissioner that the minister make representations to his colleagues in the government in Ottawa to refer Bill C147 to the standing committee on Northern Affairs so that members of the Council or the Council as a whole can present their views as to the amendments or the lack of amendments that would implement the resolution embodying the principles of governmental form, you could express the views of the people of the Yukon as their elected representatives.

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Mr. Watt: The next step would be that this would go before the Motion No. 10 parliamentary committee or parliament this session?

Mr. Nielsen: The Bill is before the House now.

Mr. Watt: Then the more basic changes would take place at the expiration of the terms of the Councillors here, a year and a half from now?

Mr. Nielsen: Yes, Mr. Chairman, after the considerations have been made, assuming the federal government accepts the proposals if you pass resolutions along the lines I have discussed, the matter goes to committee and the committee make makes its recommendations and



assuming the Bill is enlarged to include those resolutions it is back before the House in amended form but still at the second reading stage for the purpose of continuing it's legislative process through the House. I anticipate that could be done this session. Then there could be a provision because of the nature of the amendment that the Act come into force on a day to be proclaimed by Council. And that date would be when the next elections in the Territory are called or the date the machinery can be laid in anticipation of the legislative council coming into being, whichever is the later date.

Mr. Watt: One other question Mr. Nielsen. In the N.W.T. the Council themselves had suggested that there should be some border changes. Do you plan on making any remission or recommendations to any committee in Ottawa for border changes. Or would you suggest that any border changes would be advantageous to the Yukon as a province. I understand from one of your presentations the federal government does have the authority with the approval of the Yukon.

Mr. Nielsen: Mr. Chairman, I do not believe as a matter of personal conviction that there should be any alteration in the existing boundary of the Yukon. I reject any proposition that there should be extension of the provincial boundaries northward because this would result in the territories winding up as provincial backyards. I reject the proposition that there should be any proposal which would envisage the eventual province of Yukon MacKenzie. I don't accept any proposal that the Yukon and the MacKenzie should form one province and I would suggest that any suggestion that would come from the N.W.T. Council intimating or referring that this concept should be used, it should be taken with skepticism. This finds support from certain elements in Ottawa and it is my belief that that is where such a proposition finds most favour and I don't want to go on the record as being more direct than that but that is the point I am trying to get across to you clearly.

Mr. Watt: On that particular point, I think there is an awful lot of interest in the MacKenzie area as an outlet for the Canol road down to the ocean. I think that there is a lot of support in the MacKenzie part of the N.W.T. than there is in Ottawa or there is here right now. I would like to make a study sometime to make sure. Geologically it sounds like a good proposition if we want to get any of the minerals to world markets from the Dynasty area or the areas around here.

Mr. Nielsen: Mr. Chairman, the adequate communications proposition between the N.W.T. and the Yukon is a most valid proposition but one cannot say that it follows that there should be any justification of an eventual province of Yukon-MacKenzie than saying there should be a province of B.C., Alberta and Saskatchewan in order to get their wheat out to tidewater.

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Mr. Nielsen: I believe that we must place our faith, at least to a Motion No. 10 degree, in the same standard that is existing in our own local government that is existing in our own hearts. I am sure all members here believe in their own integrity and they should have justification or that belief. The same kind of assessment should be made of the individuals who comprise the Yukon. I believe that the individuals have integrity and even the companies can be doubted. I doubt they would try to use political influence through their wealth. I have found no evidence of it in the eight years, almost nine, that I have been in the Yukon and I just don't think that I will. I would be one of the first to express objections if I even had any idea of anything like this.

Mr. Watt: Even with a Liberal?

Mr. Nielsen: I don't care who it is. The men comprising the companies, I believe fundamentally, are men of integrity and I believe that members of this Council would view with the greatest distaste any covert activity on the part of any company.

Mr. MacKinnon: Mr. Chairman that is very much my own opinion and I am glad to see that Mr. Nielsen's opinion is the same.

Mr. Southam: Any further discussion gentlemen? Mr. Boyd will you please take the chair?

Mr. Boyd: Yes. Order.

Mr. Southam: I am wholeheartedly in agreement with the first phase of the paper that Mr. Nielsen has laid out and I certainly agree with him that when he is talking about the big companies electing representatives to the Council. I come to this Council with no strings attached whatsoever and that is the only way that I would come to it. I don't think that in my own mind that with labour the way is that a big company is going to push them around. They would have to do a lot of buying to control the Yukon or any part of the country at the present time. I think the sooner we get more control it is going to be the better for us. I won't be here for one but be as it may I will be on a Council somewhere else. I think we are stepping in the right direction but as I said yesterday don't put too cheap a price on ourselves. It is a great position to serve your community and your country and I think it is a position that is well worthy of your hire. Thank you gentlemen.

Mr. Southam: If we have nothing more of Mr. Nielsen, may he be excused at this time?

Mr. Nielsen: I thank the members of Council for the opportunity of presenting these views and having this discussion. I hope that we can continue on, on others matters in this way in which there should be

joint co-operation where this federal and territorial overlaps. Whatever direction you intend taking with intention of some degree of control and eventual autonomy, I will fully support you and co-operate.

Mr. Southam: At this time I will call a short recess.

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Mr. Nielsen: I believe that we must place our faith, at least to a degree, in the same standard that is existing in our own local government that is existing in our own hearts. I am sure all members here believe in their own integrity and they should have justification for that belief. The same kind of assessment should be made of the individuals who comprise the Yukon. I believe that the individuals have integrity and even the companies can be doubted. I doubt they would try to use political influence through their wealth. I have found no evidence of it in the eight years, almost nine, that I have been in the Yukon and I just don't think that I will. I would be one of the first to express objections if I even had any idea of anything like this.

Mr. Watt: Even with a Liberal?

Mr. Nielsen: I don't care who it is. The men comprising the companies, I believe fundamentally, are men of integrity and I believe the members of this Council would view with the greatest distaste any overt activity on the part of any company.

Mr. MacKinnon: Mr. Chairman that is very much my own opinion and I am glad to see that Mr. Nielsen's opinion is the same.

Mr. Southam: Any further discussion gentlemen? Mr. Boyd will you please take the chair?

Mr. Boyd: Yes. Order.

Mr. Southam: I am wholeheartedly in agreement with the first phase of the paper that Mr. Nielsen has laid out and I certainly agree with him that when he is talking about the big companies electing representatives to the Council. I come to this Council with no strings attached whatsoever and that is the only way that I would come to it. I don't think that in my own mind that with labour the way is that no big company is going to push them around. They would have to do a lot of buying to control the Yukon or any part of the country at the present time. I think the sooner we get more control it is going to be the better for us. I won't be here for one but be as it may I will be in a Council somewhere else. I think we are stepping in the right direction but as I said yesterday don't put too cheap a price on yourselves. It is a great position to serve your community and your country and I think it is a position that is well worthy of your hire. Thank you gentlemen.

Mr. Southam: If we have nothing more of Mr. Nielsen, may he be excused at this time?

Mr. Nielsen: I thank the members of Council for the opportunity of presenting these views and having this discussion. I hope that we can continue on, on other matters in this way in which there should be joint co-operation where this federal and territorial overlaps. Whatever direction you intend taking with intention of some degree of control and eventual autonomy, I will fully support you and co-operate.

Mr. Southam: At this time I will call a short recess.

## RECESS

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Mr. Southam: I will call the committee back to order and we will go on with Sessional paper #45 which you received this morning re- Sessional  
quires an answer. With your indulgence, I will read it. Paper No. 45

Mr. Thompson: Mr. Chairman, this question was mine in as much as there has been considerable discussion over the proposed use of land in the City of Whitehorse in the control of White Pass. We suggested at such a meeting would be beneficial to the City, White Pass and the Territorial Council in the overall concept of this metropolitan planning. With this thought as a background I would suggest that at 1:30 that the Council invite the representatives of the Council of the City of Whitehorse, and the representatives of White Pass, to discuss this matter.

Mr. Southam: Any further discussion gentlemen? Are you agreed with Councillor Thompson's suggestion.

Mr. Shaw: We should have the Commissioner also.

Mr. Taylor: Friday is the day that we have a question period with the Commissioner at that time.

Mr. Southam: Mr. Clerk would you inform the Commissioner of this.

Mr. Thompson: Well, Mr. Chairman, Mr. Taylor might have a point. In view of the question period with the Commissioner perhaps we should have these people in at eleven o'clock.

Mr. Southam: Maybe we could set it up for Thursday afternoon.

Mr. Shaw: Eleven o'clock on Friday would be more sensible.

Mr. Southam: As we haven't too much time do you wish to continue with sessional papers?

reed



Sessional Paper No. 37 Mr. Southam: We can go to sessional paper #37. This reads as follows: Are you clear on that gentlemen?

Mr. MacKinnon: Mr. Chairman, I would like to ask a question of Mr. Clerk. Now the amount that went out does not seem to comply with the motion that passed Council last Fall.

Mr. Clerk: If I am not wrong I believe the motion stated that copies should be sent to all the libraries. I don't know about the communities but as far as the libraries are concerned we called Mrs. Collyer and we told her that the Council wanted these copies to go to all the libraries.

Mr. Taylor: This is a subject that arises every Spring session. Quite some time now we have been trying to get them to places like Brook Brook, Teslin, Haines Junction; we would like to see these provided in every community where there is a community club. I think the paper and shipping are worth it and I think it helps the people have more of an idea of what goes on.

Mr. Clerk: We told the Librarian to find out how many libraries need the Votes and Proceedings and mailed them out.

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3:20, April 14, 1965

Mr. Southam: I will call the committee back to order and what is your pleasure now gentlemen?

Motion No. 10 Mr. Taylor: There is a matter of a resolution of some importance of great importance to Council, and at this time I would like to move at this time that Mr. Speaker resume the chair for the purpose of dealing with this to introduce this very important resolution.

Mr. Boyd: I second the motion.

Mr. Watt: Mr. Chairman, speaking under motions, this is a motion that concerns the possibility of the future of the Yukon for a good many years to come and what happens to this resolution is going to have a lot to do with the destiny of the Yukon. I would like to have an evening to read over this before I bring it back to committee. This is a lengthy document and every word in it is very important. We have waited for this for a long time and I would like to vote against going back to committee now to do away with our normal procedure. This is too quick and this should be given some thought by all of us. This was just put before us and I have only been able to read the first two paragraphs in these five minutes.

Mr. MacKinnon: Mr. Chairman, I had to leave the Federal Building to make a phone call and returned a few minutes ago. I could not vote on anything that I haven't had a chance to read. I don't know

Other members were fortunate enough to have this presented prior to this time, maybe I am an unfortunate member. But, I have not had a chance to read this document and with my, and I will admit, my inability, I would like to read it several times before I would make a decision and vote and therefore I believe that for the Speaker to take the chair at the present time and call for question and approval of this document, truthfully I could not approve a document that I have not read.

Mr. Shaw: Mr. Chairman, perhaps if I explain the procedure Mr. MacKinnon will understand. We are not asking Council to approve it. All we are doing is merely taking into Council so that we can bring it down and discuss it back in committee at this table, there will still be time to discuss it and present your views. All we are doing, is the motion is on the floor to enable us to discuss this in Committee. We are not trying to pass anything that we have not read. We are merely trying to expedite discussion on it this afternoon instead of two days from now.

Mr. MacKinnon: But I would.....

Mr. Southam: Order.

Mr. Shaw: This has to be unanimous in Council but if there are objections to this the only thing to do is to put it in the motions in the morning.

Mr. MacKinnon: Mr. Chairman, I don't like the statement that Mr. Shaw has made that it must be unanimous. Must we be horse-shipped to make it unanimous.

Mr. Southam: Order.

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Mr. MacKinnon: I am here to represent Carmacks-Kluane and I will Motion No. 10 the best for those people that I can possibly do. But, I must know what I am doing before I am prepared to make decisions. Even though there are seven Councillors at this table I am sure that we do over, and I am quite safe in saying that, not more than eight times out of ten do we ever agree on one thing. Mr. Shaw says that this must be unanimous. I would like to say to Mr. Shaw that give us a chance to look through this particular document and form our own opinions and come to Council and prove our wishes as our wishes and not the wishes of other members. I hope the other members disregard the remarks of Mr. Shaw.

Mr. Shaw: Mr. Chairman, what is going on?

Mr. Southam: Order.

Mr. MacKinnon: Mr. Shaw says this must be unanimous and I don't think that it does.

Mr. Shaw: Mr. Chairman, I am merely stating that the rules say that it has to have 24 hours, to in order to change it it must have an unanimous opinion. Do I have to get a hammer and chisel. That is fact and that is the way it is. If it is not unanimous then we cannot discuss it, at this time we have to postpone it.

Mr. MacKinnon: Mr. Chairman, that is exactly the point. Does Mr. Shaw think that I was sleeping?

Mr. Shaw: Yes!

Mr. MacKinnon: I am sorry Mr. Shaw, I wasn't. I realize what you are getting at but I do not believe that we are capable of analyzing and discussing this particular document, this afternoon.

Mr. Shaw: Uncapable.

Mr. MacKinnon: We should have several hours of study, this represents the future of the Yukon, the future of a great many people, at the present 15,000. Maybe in three years it will be 30,000. We don't want to make any mistakes and I would be very reluctant to bring this back to Council and up for discussion without having had the chance to study the document. Now, I will admit that I am not so clever, maybe that is the reason I ask for more time. This is just maybe it is a drastic thing, maybe we will never have this happen again, but I am a member that must have all this put before me before I can give an honest opinion. I cannot act on behalf of anybody else.

Mr. Shaw: Well, forget about it.

Mr. Boyd: Mr. Chairman, I would like to try to say for Mr. MacKinnon's sake that he is missing the point here. There is a Bill in Ottawa, it was mentioned on the news last night, where this Bill is coming up for discussion very quickly and that is why we have Mr. Nielsen with us and he is leaving Monday morning and when he goes back the first thing to be tackled in Ottawa will be this Bill that is already in existence for the purpose of changing our indemnities.

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Mr. Boyd continues. . . . .

Motion  
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we could get this introduced now we could spend from now until five o'clock discussing this amongst the seven of us with Mr. Nielsen and the Legal Advisor to help. We could have all night tonight to study it but we could certainly discuss it. We could certainly hash it over amongst ourselves now and that is why we are here.

Mr. Taylor: I just wanted to point out that the motion that I moved asking Mr. Speaker to resume the chair is not debatable.

Mr. Southam: Moved by Councillor Taylor and seconded by Councillor Boyd that Mr. Speaker now resume the chair. Are you ready for the question? Agreed. Contrary.

Mr. Watt: Contrary

Mr. MacKinnon: Contrary.

Mr. Southam: Motion carried.

Mr. Speaker: I will call this Council to order. It requires unanimous consent to change the rules but it doesn't for the Speaker to resume the chair.

Mr. Taylor: Mr. Speaker, we have a matter of great importance to the Council and to the Territory of the Yukon. We have been discussing with some advisors over the past few days and I would ask the permission of the House at this time to revert to orders of the day so that the resolution may be admitted for the further processing of Council. I would move that Council revert to orders of the day to allow this.

Mr. Boyd: I second that motion Mr. Speaker.

Mr. Watt: Mr. Chairman, speaking on the motion, I realize roughly what is in the resolution before Council. I haven't read it yet but it has just been given to us five minutes ago and we are being asked that we take this before five o'clock. I haven't read this, maybe other members of the Council have, I don't know and I don't think that the whole Council is in on it. I certainly thank Mr. Nielsen and I think the Council do too for his acting as a catalyst and getting this off the drawing board and to a spot where we are going to actually look at it and take action on it. Mr. Nielsen is going to be here until Monday and they have held up Bill C-147 for some time now and Mr. Nielsen isn't going back before Monday and Mr. Speaker this resolution has got a lot to do with how the Yukon is going to develop in the future, now it is going to get it's face lifted. The Council has a lot to do with whether it is going to develop or not in our actions. The Council has a lot to do and our actions are going to reflect on what the House is going to do. I, personally, would like to have this deferred and go through the regular orders of the day so I can read this tonight. I would like to ask questions on it and I want to make sure that the questions I ask on it are not useless questions. I will have had time to think about them. Therefore, Mr. Speaker, I don't think that I am capable of waiving all our rules with respect to time to read this right now and Mr. Speaker there are other people that have gone through this already and it is too bad they hadn't gotten the rest of us in on it so that we would know what it is all



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Mr. Watt continues...

Motion No. 10 about too. We have been through a general plan that we have been told embodies this or most of it. These directions were that it would paraphrase it and therefore Mr. Speaker I can't see why it is necessary unless somebody is trying to jam something through. I can't see why it is necessary.

I am ready to sit Saturday, Saturday night, and Sunday, but I would like to have a chance to read it through.

Mr. MacKinnon: Mr. Chairman, I feel the same way. I also feel that this is more of the clique action in the Council.

Mr. Speaker: Mr. MacKinnon, that is completely necessary. We have enough of that in committee and we don't want that in Council. Proceed.

Mr. MacKinnon: Thank you Mr. Speaker. We will start off with clique action. Now, Mr. Speaker, I have not had a chance to read this and I am no genius, as you well know, so do the other members, the voters who I represent do not look at me as a genius in any sense of the word but this will effect every voter in the Territory for a great many years to come and when we make a decision on this particular document and I want to be able to tell my voters that I knew exactly what I was doing, that it wasn't something driven down my throat by Nielsen or by other political beliefs and therefore I think it is a mistake to come back to Council at this time and bring this for a discussion without giving the members a chance to read the particular document and analyze it and take it for what it is worth. Mind you, Mr. Speaker, I am as much for autonomy as any other member in the Council. Maybe more so. I came from a broken little area like Prince Edward Island. We are still under the circumstances as the Yukon Territory and I think that we get possibly as much federal assistance as the Yukon and I believe that Newfoundland gets more than both the Yukon and the N.W.T. combined. But, the Minister of Northern Affairs speaks of us as a deficit area. You don't hear him speak of Mr. Smallwood's neck of the woods at all and I am sure that Premier Smallwood is being substantially assisted by the federal government. So I will say at this time gentlemen that we should face facts and not be hasty. This is an important thing to the vital status and I am one that is with this vital step, not against it but I would like to have time to assure myself of what we are doing.

Mr. Speaker: Mr. Taylor.

Mr. Taylor: Mr. Speaker, from time unknown a matter of introducing matters into the House is first to get them into resolutions and motions and then often move them to committee where they can be considered in depth and detail and then this is the very thing that I am trying to do with this important thing that I have laid before

Council. I have not introduced the resolution so there is nothing to discuss until I do. However, if we are to be blockaded again and again and in view that we require unanimity it baffles me at this time. We are on the verge of the greatest step forward for the Yukon. If this blockade has to be run then Mr. Speaker at this time I would withdraw my request to revert to orders of the day.

Mr. Speaker: Mr. Boyd.

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Mr. Boyd: I am very happy to withdraw as seconder.

Motion  
No. 10

Mr. Speaker: Is that agreed? Are there any contrary? The motion is withdrawn.

Motion Withdrawn

Mr. Boyd: I now move that Mr. Speaker leave the chair for the purpose of convening into committee as a whole to discuss bills, memorandums and sessional papers.

Mr. Taylor: I second that motion.

Mr. Speaker: Moved by Councillor Taylor and seconded by Mr. Taylor that Mr. Speaker leave the chair and the committee reconvene to study bills, memorandums, and sessional papers. Are you ready for the question. Are you agreed. The motion is carried and Mr. Southam will take the chair.

Mr. Southam: What is your pleasure gentlemen?

Mr. Boyd: I wonder if we could continue with the budget at this time, or maybe we could go on with bills.

Mr. Southam: I don't imagine we would have time to get Dr. Sprenger.

Mr. Boyd: Mr. Chairman, I think it would be a good time to go home, we are not getting anywhere anyway.

Mr. MacKinnon: Agreed.

Mr. Boyd: I would like to go home too but I think there are several bills here that would be dealt with, there are some of them that are very very simple. There are two of them that we could get to while the Legal Advisor is here.

Mr. Southam: We will discuss Bill No. 1, gentlemen, an act to amend Bill No. 1 the school ordinance.

Mr. Clerk: Mr. Chairman, before you go any further, this document you all have before you on the table, I believe that I should gather it up as it has not been released to the Councillors officially and can't

be released until it is introduced in Council. I put seven on the table and I would like to have it back. The mover and seconder may keep theirs. Technically you shouldn't have it.

Mr. Southam: You are right. It was never introduced. Now to go on with the School Ordinance which reads as follows.

Mr. MacKinnon: Mr. Chairman, I would like to know how this particular document was up for discussion if it hadn't been paid.

Mr. Southam: Council won't accept it.

Mr. Taylor: Mr. Chairman, as mover of the resolution, we will try and present it to Council again in orders of the day.

Mr. Watt: This is a strange situation. I think this committee has given directions to the Legal Advisor to paraphrase this document and I understand that this...

Mr. Southam: Gentlemen, you are out of order, let us proceed with the discussion of bills.

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Mr. Taylor continues:

April 15th, 1961

MOTION No. 40.

Moved by: Mr. Taylor

Seconded by: Mr. Thompson

RESOLVED that the Commissioner be requested to forward to the Minister of Northern Affairs and National Resources for his earliest consideration the accompanying resolution of this Council:

RESOLVED that the Minister of Northern Affairs and National Resources refer Bill C-146, An Act To Amend the Yukon Act, to the Standing Committee on Northern Affairs and National Resources in the House of Commons to enable the Council of the Yukon Territory to present the case for the amendments inherent in or consequential to or otherwise necessary to realize the philosophy implicit in the following changes now requested of the Minister:

- (a) The Council of the Yukon Territory to be known as the Yukon Legislative Assembly;
- (b) The number of Members of the Yukon Legislative Assembly to be increased to 15 and the term of the Assembly to be increased to four years;
- (c) The Advisory Committee on Finance to be replaced by an Executive Committee of not less than five members with

full executive powers in the following classes of subjects:—

- (i) Education, Health and Welfare
- (ii) Territorial Resources including land
- (iii) Public Works
- (iv) Justice and Corrections
- (v) Revenue and Finance
- (vi) Forestry
- (vii) Fishery
- (viii) All residual executive and administrative functions including industry and labour controlled or performed by the Federal Government,

and the Legislative Assembly to have exclusive legislative jurisdiction to make ordinances for the Government of the Territory in relation to the above classes of subjects in addition to the legislative powers existing under Section 16 of the Yukon Act.

- (d) The number of Members of the Yukon Legislative Assembly to be increased from 15 to 21 or such greater number as the Yukon Legislative Assembly may determine at the expiration of twelve years from the implementation of amendments to the Yukon Act implicit in this resolution when all necessary legislative and other changes are to be effected to constitute the Province of Yukon with the same legislative and executive powers as those which exist in the province of Canada.
- (e) The Members to be given all necessary authority analogous to that in Provincial Legislative Assemblies to establish their indemnities and allowances and to have all the requisite powers to establish or participate in a pension plan or group health plan;
- (f) The Members to be given all necessary authority analogous to that in Provincial Legislative Assemblies to establish their indemnities and allowances and to have all the requisite powers to establish or participate in a pension plan or group health plan;
- (f) Section 24 of the Yukon Act to be repealed;
- (g) The status of the Yukon Legislative Assembly to be enlarged so that it shall have full capacity to attend all Inter-Provincial and Federal-Provincial Conferences and to participate in resulting discussions and agreements;
- (h) The Land Titles Act to be repealed in respect of the Yukon Territories and replaced by a Land Titles Ordinance;
- (i) All Crown land to be held in the name of the Crown in Right of the Territory.

RECESS



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Monday, April 18, 1966.

11:00 o'clock a.m.

Motion No. 40 Mr. Taylor reads Motion No. 40.

Mr. Taylor: This, Mr. Speaker, is the context of this Motion. I know there will be some discussion on this and some members may wish to study this at some length. Possibly a member may wish to move this into Committee of the Whole for further discussion.

Mr. Watt: Mr. Speaker, I agree, it should be moved into Committee and we can determine when we want to discuss it when we are dealing with our agenda this evening.

Mr. MacKinnon: I'll second that, Mr. Speaker.

Motion No. 40 Moved by Councillor Watt, seconded by Councillor MacKinnon, that  
Referred to Motion No. 40 be referred to Committee of the Whole and when  
Committee Council reconvenes tonight, we will set a day certain to go back and  
discuss it.

Motion  
Carried

## MOTION CARRIED

Mr. Speaker: Have we any questions this morning?

Mr. Watt: Mr. Speaker, I have a question to the Administration. I think Mr. Clerk could help us with this. We are all hoping that we will get home possibly in the not too distant future. We have an Ordinance in front of us . . . the Municipal Ordinance . . . which seems to be about ten days or two weeks in itself. I would like to ask Mr. Clerk . . . if we delayed this Ordinance to the Fall Session, what effect would that have on municipal taxation? The question is concerned with the urgency of the discussion of the Municipal Ordinance at this Session.

Mr. Clerk: Mr. Speaker, there is only one point, I think, that has bearing on the municipal taxation and that is the section that specifies that the city Council shall set up a Court of Revision that does not consist of the Council itself as it has in the past. I think that in itself is one major item. I don't know about the others. I don't think there is anything in there yet that actually spells out specifically how the Municipal assessment has to be made. This is something we haven't finalized yet.

Mr. Speaker: Does that answer your question, Mr. Watt?

Mr. Watt: Yes, Mr. Speaker, and I would like to leave a supplementary question with the Clerk. Could he endeavour to find out from the City if there are any other sections that need immediate consideration at this session so that possibly we could just go over what is absolutely necessary right now and then we could overhaul the Ordinance this fall?

Mr. Clerk: Better than that, Mr. Speaker, I have here the working papers showing the view of the City Council at Dawson, the City Council at Whitehorse and the Territorial Council and the instructions to the draftsman set up in four different columns which I was going to pass out when we started working on the Ordinance. I could pass that out to the Councillors and they could all take a look at it in their own time and it would probably save you days. Then they would know exactly what's in the Ordinance. That's what the Ordinance was prepared from—was prepared from this Council's instructions from the last Session. If you remember, we took several days going over the whole thing. Those are the instructions that are embodied in this new bill.

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Mr. Southam continues:

Gentlemen. Do you want me to read it in sections and act on it as we Motion No. 40 do?

Agreed.

Mr. Southam: "Motion No. 40, moved by Mr. Taylor, seconded by Mr. Thompson, Resolved that the Commissioner . . . . . and National Resources refer Bill C146. . . ."

Mr. Taylor: Question. Mr. Chairman, this should read..this is a typing error. .this should read C147.

Mr. Southam: "refer Bill C147, An Act to Amend. . . . .now requested of the Minister". Mr. Southam reads (a).

Ill: Clear.

Mr. Southam: Reads (b).

Ill: Clear.

Mr. Southam: Reads (c).

Mr. MacKinnon: Mr. Chairman, just a minute here. You are reading Motion and you are asking on each individual subject of a Motion "Clear?". I believe that when you complete reading this Motion, that will be approved or disapproved.

Mr. Southam: Mr. MacKinnon, I brought this in front of you. I asked you if you agreed if we would read it by sections and we would discuss it and you agreed to it.

Mr. MacKinnon: I didn't.

Mr. Shaw: Mr. Chairman, would the Legal Advisor please explain paragraph (viii) of subsection (c) "All residual executive and administrative functions including industry and labour controlled or performed by the Federal Government"?

Mr. Legal Advisor: Well, it was my understanding, reading the discussions in Council, that you wanted to have progressive pick up of the functions. Now, sitting down trying to draft the things, I felt that almost certainly I would overlook some function so this is the catch all provision. I thought of a few such as Forestry and Fishery...now it could be that I might overlook something. This is what is put in, but of course it does...it's quite wide and it does, ultimately, include resources...land and oil and minerals and so on because those are functions, residual functions which the Federal Government does look after at this time, but I understood that it was Council's ultimate aim to assume responsibility for those as well so that's why I have selected that wording.

Mr. Southam: Reads (d).

Mr. Taylor: Question. There is another typing error here. This should be "provinces".

Mr. Southam: Reads (e), (f), (g), (h) and (i).

All : Clear.

Mr. Southam: It is open for discussion, gentlemen.

#### Page 1021

Motion No. 40 Mr. Taylor: Mr. Chairman, as mover of this Motion, I have, at the outset, very little to say with respect of it. However, I think that all Members will agree that with the acceptance, and I hope unanimous acceptance, of this proposal at this time and with the co-operation of the Federal Government, all levels of Government, in this endeavour we are making one of the most outstanding and most exciting steps that our Territory has ever attempted to make since its conception so many years ago. The Motion, as it sets out, gives us the first big step. It provides for us, in twelve years, the means of rounding out the framework of Canadian Confederation inasmuch as, all going well, we will be able to take our rightful pace in that Confederation, and I feel that this is outstanding. This is a step, I think, that has been desired for many years. I feel that people have been reluctant, possibly through fear of the unknown, to embark upon such a program, and I think it is well to remember that we are not, by essence of this Motion, asking the Federal Government to give us provincehood tomorrow. What we are asking in this Motion is that the Federal Government allow us, and assist us, in taking this first big step forward towards autonomy, provincehood, and that having done this, that we will go through, in the Territory, a period of flowing transition from Territory to Province. It may be that, when implemented, if implemented, the terms of this Motion...when we have done this, we are going to more than likely make mistakes. Somewhere along the line, we are bound to. However, I feel that through careful negotiation and through cautious wisdom, in apply-

ing the terms of this Resolution, that we can, must and will realize that goal of full autonomy. As I say, gentlemen, it is a big step forward, but it is a worthwhile step forward. Another thing I would like to say, and I would like to have this considered by all, both here in the Council Chambers and elsewhere, that this matter rises above partisan politics. There have been some who have said, well, possibly because one political party or member of one political party has suggested a framework upon which we shall build a Province, then one of the opposing beliefs, partisan beliefs, should say "No. We don't want to see anybody get credit for this but our particular party". Now, the importance of this is so clear that we must, in our consideration of this particular motion, rise above political partisanship and think in terms of the good we can all do because we are all involved in this...for the Territory, the people of the Territory and for Canada as a whole. The acceptance of this on an unanimity basis is not required, however, I feel that it should properly be. This is the biggest step that any Council of the Yukon Territory has ever made. It's a good step. It's a sound step and it's worthy of much consideration by the Federal Authority and the people of Canada for that matter. I will say no more at this particular moment on this, but I sincerely hope and trust that all members, in sober reflection, will agree with me when I say that this Motion should be given unanimous consent of the Council, if at all possible.

Mr. Shaw: Mr. Chairman, I won't go over what Councillor Taylor has already adequately covered. I would just point out that this is a motion which, if carried, indicates the feeling of the Members of this Council and, in effect, the people of the Territory, as a request to the Minister of Northern Affairs. The Minister, when this Motion reaches his table, will, no doubt, give it due consideration and I sincerely hope that he will follow along the lines as suggested. The frustrations that we have had, all the Members sitting in the Council, are adequately portrayed to show how things are working at the present time. The discussions that we had this morning, in great length, in

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Mr. Shaw continues:

Reference to the Department of Justice, is indicative of why we Motion No. 40 should have a change so that, as I pointed out when I first rose, this is something that the Minister would have to decide on, in his wisdom, as to what action he will take or what suggestions he may have or whatever he may think, but I do feel that it is a tremendous step forward in the political life of the Yukon Territory. It is something that is vitally necessary at this particular time. In conclusion, Mr. Chairman, I would stress that if Council can put forth this resolution with unanimity, I think that that will have quite some bearing on what the Minister's decision and action might be in respect of this.



Mr. Watt: Mr. Chairman, I can only say that, in my opinion, that the Yukon Territorial Council, after all these high sounding words cannot take credit for a single word that is put into this Motion. There is not a single word there that was put in by the Territorial Council. It is a document, a Motion, that is a result of a suggestion here to paraphrase or capsule an address by Mr. Nielsen at the Yukon Northern Resources Conference...his suggestion, and this is exactly what is in here. There has been suggestions made by Members of Council. Not one word has been added from any of these suggestions. Not one word has been deleted, and so the Motion that we are talking about originally emanated from a Brief by the Northwest Territories Council...the Advisory Commission on the Development of Government in the Northwest Territories on February 5. Most of the ideas that were introduced there were embodied on March 23, 24 and 25 by Mr. Nielsen, and this is what was paraphrased. We consider ourselves, in Government, senior to the Northwest Territories, and we have to take their advice on what recommendations we should do to have a government in the future. There had been a Committee set up, which is now no longer...two members on the Committee...and they had done a lot of footwork in Whitehorse here, and they had suggested...many of the suggestion that they got from the people of the Yukon Territory...there wasn't a single word of it added to Mr. Nielsen's suggestions here. I don't consider that the people of the Yukon Territory have had a chance to have had a say, in the type of government that they are going to have in the future. This Motion, in effect, the overall picture of this Motion, is putting us in a position where we are crawling to Ottawa and we are asking them to give us responsibility for eight things. All of them are bills. They are not assets. They are liabilities. Every one of them. Education is nothing but an expense. We have to have it. Resources...Territorial Resources...that's an expense. Public Works is an expense. Justice and Corrections...that's an expense. Revenue and Finance...that's an expense. Forestry...that's not a paying proposition. Fishery...that's not a paying proposition. "All residual executive and administrative functions including industry and labour controlled or performed by the Federal Government"...that's not an asset. That's a liability. We are crawling to Ottawa and asking for another handful of bills to pay. At the same time, we are saying to Ottawa, "You keep all our assets. You keep our mines and minerals. You keep our oil and gas and you keep our water resources". We should not be crawling to Ottawa asking for another handful of bills. We should be walking to Ottawa and standing up straight and looking them in the eye and saying, "We are maintaining sovereignty over 107,000 square miles of Territory for Canada", and anybody who holds land any place in the world, any place in

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Mr. Watt continues:

Canada, or a lot in Whitehorse, you have to pay taxes to hang on to Motion No. 40. It's going to be worth something in the future so we pay that tax and then you develop the property and you make a profit out of the future. A piece of mining land...you go and stake a claim and do our assessment work. You've got to pay for it, and Ottawa realizes that for us to maintain this sovereignty over this 107,000 square miles, they have to pay something too. They realize this and they should, and we don't have to go crawling to Ottawa asking for a little more power. We should be going to Ottawa and saying to them, "This power is ours. If you want to keep a little bit of it...this mines and minerals are ours. We have sovereignty, or should have sovereignty, over it now. We are maintaining sovereignty over all your abilities. We should have it over all the assets in the country too". This, to me, is completely unsatisfactory. We are in a position now that...there are going to be some changes in Government...should be some changes in Government...considerable changes...and I am not...all we are asking for here is to crawl to Ottawa and ask for another handful of liabilities, and I don't think that this Territorial Government should do that, and the people of the Yukon don't want to do that. I think that you are letting down those that developed the country to begin with, the oldtimers here that pioneered the country and suffered a lot of the hardships that we don't have to suffer now. We are letting them down. We should be looking at this from the other side of the picture entirely. We shouldn't be saying "Ottawa, give us a little bit more than what we already deserve". We should be saying to them, "You fellows are withholding these assets from us. If you want to withhold these assets and maintain sovereignty over this land, what are you entitled to pay for it?" It's on this basis that we should be presenting this. This, to me, has very little significance. It doesn't have anything that the people of the Yukon...there isn't one word that any Councillor here can take credit for. Not one word. Not a single the, or a, or it. Not one word that any Councillor said. I made a suggestion here that Public Works anything else be put into this. This is something we have just accepted...a suggestion by an individual...a whole new change of Government...after we already voted \$150,000.00 for a survey, an economic and political survey of the Yukon Territory. First of all, we accepted a survey. We voted \$150,000.00 for a survey and now we have overcome that \$150,000.00, the political part of it, saying we accept these suggestions of Mr. Nielsen's. Mr. Nielsen is certainly entitled to submit his opinions the same as anybody else here and I think him for it, and I am not complaining about it, but there is something to be the question in some people's mind...that is we need a little bit more sovereignty and autonomy, I think that what we are doing here is simply proving that we are not responsibly exercising autonomy that we already have. This is my opinion. Every Tom,

Dick and Harry that comes along...could talk all of us into doing exactly what they want...and this is my opinion of what we are doing here. I think it is going to do more to prove that we are not entitled to, or we are not capable of exercising any more responsibility or autonomy than we have right now. That's my opinion, Mr. Chairman. I regret to say that something was started and something very good could have come out of it and may still come out of it which may be an asset to the Yukon in the future, and it may even become a Province in the near future. I can't accept this. I am willing to compromise or bend, but I can't see why or how the Yukon Territory, anybody here, can leave it up to somebody in Ottawa to say, "Well, you've got jurisdiction over our mines and minerals even though you may be a brand new Minister of Mines down East some place or any place."

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Mr. Watt continues:

Motion No. 40 else. You've got responsibility over all this for us". We should be able to do some of this ourselves.

Mr. Taylor: Mr. Chairman, I am very, very disappointed to hear that at least one Member, for sure, is not in agreement with this move that we have worked so long towards. It seems to me that there are two considerations. One is the partisanship, the involvement of, believe, the man who framed this out... the matter of autonomy was Council's idea. The matter of reaching the framework upon which to build this was, of course, our Member of Parliament, and I might say that even disagreeing on partisan basis with him on many occasions I concur with him on this. I think it is unfortunate that we cannot, as a body, think of this in terms above politics, partisan politics, and this was the hurdle, and the big hurdle, that we, as men, would have to overcome. I just wanted to point out, we are not dealing with 110,000 square miles over which we are sovereign. We are not sovereigns, but the Federal Government is over our Territory which in effect, contains an area in excess of 207,000 square miles. We speak of the pioneers who built this country and contributed to its development. Those pioneers exercised backbone, strength and wisdom and possessed a keen desire to reach deep into the unknown, in all fields and displayed this with great talent and with great courage, and when we speak of what the oldtimers would have liked to see us doing today, I would be sure and certain that those oldtimers would like to see us at this stage in history with the heritage that they handed down to us display the very same wisdom and backbone and strength that they displayed. I have given much, much consideration to this Bill, and I would like, if at all possible, to have the Member who is opposed to this Bill...this is his prerogative...to reconsider and to look deeper into matters contained here. We have talked about resources, and it has been pointed out and I think reasonably so by the Minister of the Crown, Mr. Arthur Laing, that the



people of Canada, through tax dollars, have placed a great deal of their capital into investment in the Yukon. Consequently, they are just not prepared to hand that over tomorrow and I don't think that we, as citizens of the Yukon, expect that they should. However, it is, of course, agreed that by moving towards provincialhood that we should become junior partners in that resource and those resources, and over a period of twelve years, having shown our ability to administrate in respect of those resources and legislate in respect of them, or to assist in administration and legislation in respect of resources, that we will then be in a position, by means of a growing transition, to accept the full responsibility of administration and legislating in respect of those resources. I think the matter has been set out quite clearly when we last discussed this. As I say, again, gentlemen, this is one of the most important steps that the Yukon Territory has ever made, or very likely will ever make again. We may be a little late in getting around to it, but here we are. We are on the threshold of new development. We foresee in things such as water power, and things such as pulp and paper, and other resources, a very very good possibility of establishing in the Yukon Territory a sound economic base upon which we build populations, upon which we build industry, upon which we can develop politically, culturally and otherwise this vast Territory. It is a matter that is not to be taken too lightly. It is a matter that requires very deep and sober consideration, and I certainly have spent a great deal of time in this for many years. I have attempted to somehow see this particular day

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r. Taylor continues:

When we could stand before Council and stand as a body, a firm body, Motion No. 40 and say to the Federal Government, "Here we are. We have proved to you that we can handle our affairs as far as we have gone. We want to go a little further". Here it is Centennial Year when we celebrate Canada's birthday, the year 1967, the mighty year in Canadian history, and we can provide to Canada, we could provide for ourselves, a step towards autonomy, and to the Dominion of Canada, it's finest Centennial project and that is another province further rounding out the framework of Confederation. Gentlemen, I implore you to think again and look, and possibly you may see, as I am sure some other Members here see, the wisdom, the boldness and that this Motion embodies. Gentlemen, we must get out of the Dark Ages and take our place with other Canadians in Confederation. Here is your ticket.

r. Shaw: Mr. Chairman, whoever may have been the original author of the principles of this resolution is academic. I have an automobile that I enjoy, and I didn't have any hand whatsoever in making the thing. I am sure I couldn't make one of them up, but I can enjoy the benefits that somebody else has provided. All I have to do is pay for



it. I can see where Councillor Watt has a point in the fact that this does not embody where we would take over, at this stage of the game, our Mineral Resources and our Water Resources. At the present moment, I would feel it expedient if we didn't take over the Mineral Resources as such for the simple reason that for the next number of years, there is no question that whoever has charge of the resource effort will, by necessity, will have to expend millions of dollars in order to further exploit them, and we do not have the kind of money here in the Yukon Territory. So, therefore, this particular Motion in that direction. Possibly we can do that at a later date... fifteen, ten, twelve, fifteen, twenty, any number of years. We have remained in this present political stagnant pool, I think we can call it such, of a colony for close on seventy years. We have made no steps whatsoever since that period. Some might say that Council has been enlarged. Well, that is not entirely correct. The Council was much larger when it first got started, but it went down and down and down until it got to five members... I think it was three at one time... went up to five, and now it's up to seven, but as far as the autonomy is concerned, we are in the same boat as we were sixty-five or seventy years ago. This is not complete autonomy of provincehood. It's a step forward. These are very sound proposals... at least I think they are very sound, and though the Member from Whitehorse West does want complete control... in other words to become a Province, I would like to ask him a question, Mr. Chairman, that if, regardless of whether he may wish more control of provincial status, is there anything in this Resolution that the Member disagrees with... that he can be specific about and say "I don't like any specific part of it"?

Mr. Watt: Yes, I can, Mr. Chairman, I can specifically say that I don't like to take over a whole handful of bills and not take over any of the assets, and I can specifically say that I think the majority of the people in Whitehorse, and I would say possibly the Territory, agree with me, as Mr. Nielsen himself said that the head of the Conservative Party, Mr. Diefenbaker, agreed that... said why didn't you take over Mines and Resources, and I can also say that the head of the Conservative Party in Whitehorse, the present Conservative Party in Whitehorse, said the same thing to me. He says "Do you think we should take over Mines and Resources?". This, to me, is more important than having fifteen members sitting here doing exactly what we are

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Mr. Watt continues:

Motion No. 40 doing now. This is all this Motion entails is, to me... Mr. Taylor says it's our ticket to autonomy in '67. This is not a ticket to autonomy... this adding fifteen members to the Territorial Council... adding seven members to the Territorial Council. That's a long way from autonomy. We have no responsibility, no rights, no responsibility

to anything that is an asset to us, and Mr. Taylor is suggesting that this is partisan politics. This isn't. I represent as many Conservative and Liberals, I think I got as many votes from Conservatives, Liberals and N.D.P.'s and everything else, and I am trying to act on behalf of all of them . . . their best interest, and I think that anything . . . we have no responsibility at all over anything we have, unless we have responsibility over Mines and Minerals, particularly Mines and Minerals at this time. Mr. Shaw asked did I object to anything, and yes, I can't vote for the Motion to take over a handful of bills. This is all it is, or, we will look at it another way and say we are just adding seven more members to the Territorial Council to do exactly what they are doing now. It means nothing. Mr. Taylor says it's a ticket to provincial status. It's not. This is a ticket to the opposite direction. This is a ticket . . . instead of having provincial status . . . we do have a hope . . . if the people of the Territory had a chance to express their wishes and I think they will anyway despite this Motion. I think that Ottawa is going to set up a Carruthers type commission and they are going to find out about the wishes of the people here irregardless of what is said in Council because . . . I don't think this is the wish of the people and I think that the Councillors went home and talked to the people at home, that they would say the same thing. This pamphlet we were given the other day . . . the Northern Affairs Natural Resources Committee in the House of Commons, and Mr. Laing said "we have a responsibility to the people who live there . . . to develop their resources", and this is as up here in the Yukon. He recognizes the responsibilities. He also says "We have committed ourselves to an economic study of the Yukon". . . committed themselves to an economic study of the Yukon. We voted \$150,000.00 for that political and economic study. I can't vote for this Motion. This is simply asking for a handful of bills and even more members to argue over these bills. To me, unless we at least add to this Mines and Minerals . . . complete responsibility for our own Mines and Minerals . . . then it's completely unacceptable. I can't see how we could ever develop these resources, which are our main resource, our livelihood, which we are going to depend upon for the growth of the Territory. If the responsibility for the development of this is left in the hands of people down East . . . our markets here are competitive on world markets . . . to Eastern Canada. A lot of their markets are competing . . . a lot of their minerals are competing on the same markets as our own. For example, asbestos is being developed in Clinton Creek. There is only so much asbestos mined in the world every year, and if we leave it to somebody down East to decide "where are we going to add, say, four and a half to seven million for a bridge to develop the next asbestos mine?" It's not going to be in Dawson City. It's going to be where that fellow from down East . . . that Minister of Mines . . . and the party, the Federal Government Party, whether Liberals or Conservative . . . where they influence three or four million people . . . not just seventeen thousand, and I think we are in competition with Eastern Canada as

far as our Mineral development is concerned and for applying to world markets. I think we are just putting our future into the hand of somebody who is in competition with us. This is why I think this Motion is

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Mr. Watt continues:

Motion No. 40 not acceptable, and we all have our opinions...I know I am in the minority. I don't know if there is anybody else that is going to vote with me on this, but these are my reasons. I am willing to compromise the oil and gas and water, but I certainly...it is completely unacceptable without having the complete jurisdiction over Mine and Resources, Minerals.

Mr. Taylor: Mr. Chairman, I wonder...if to consider this item, I would propose a suggestion that possibly, having concurred or otherwise with subject material of Motion No. 40, that a second Motion be presented with respect to Resources...taking over of Resources which are not included in this Motion at this time. Would this satisfy the Member if this subject of Resources became a subject of a separate Motion?

Mr. Watt: No, Mr. Chairman, it wouldn't. We have got something here and this subject was discussed and it should be part of this. We either vote for it or we vote against it.

Mr. Shaw: Mr. Chairman, I noted the reference to a bridge...that was the reason...I don't think we can take over resources at this time. If we needed a million or two million bridge, we haven't the money. Councillor Watt states that all we are doing is taking over the bills. Well, we have the bills now. The difference will be, Mr. Chairman, that we will pay our own bills in lieu of the grants that we get from the Federal Government. We must expect substantial grants for quite a number of years, similar to the Five Year Agreement. The difference would be that in this new agreement that we have, for five years, the people of the Yukon Territory would determine where that money was spent on those particular projects. They would get a lump sum for Education, for Public Works, for Justice and so on and then they themselves would manage and determine how that should be done and they would be subject to the will of the people in the Territory. It will be our first step away from...as the Commissioner has so aptly put...steering a horse with reins three thousand miles long. This would be the step in that direction. I won't have anything further to say on this. It does appear that the Member from Whitehorse West cannot see where this can benefit the Yukon Territory and he is prepared to talk against it, and all I can say is that if we do not get this by reason of that, I will know where it came from.

Mr. Taylor: One thing that maybe I could point out that hasn't been considered by those in opposition to Motion No. 40 and that is the fact that if it is finance that is bothering the Members, I think it is well to remember that the Maritime provinces...I should say many of the Maritime provinces...are very heavily subsidized if you think of it in those terms...at least equal to or in excess of what the Yukon Territory is today subsidized. These are products of negotiations with the Federal Government, fiscal arrangements, five year fiscal arrangements, such as we are now undertaking. These are not unsurmountable problems. These are negotiable problems, and when you consider possible

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Mr. Taylor continues:

deficits, you must consider what we have to back up those deficits Motion No. 40 and we certainly have them in Resources. Rather than saying "You just give us our Resources right now", what we are saying is that in twelve years, if it is accepted, within twelve years, we should have those Resources, and I don't think that is too long a period of time to affect a slow and gradual and wise change of administration of these resources. As we get further into the period, we accept more responsibility. It seems to me that this is logical and I think that when Ottawa receives this Motion, they would give it a great deal of consideration, knowing that we had given thoughts to this. I would think that if we walked up and said, "Well, we want everything. You just plunk it down here", that, naturally, they would throw the whole thing up and we would have achieved nothing. Here we get our foot in the door and we start the ball rolling. I would, as I say again, ask the Member to reconsider their particular position in this regard. I might also point out that it is not a dishonorable thing for someone to change their mind. It's a good show of strength of an individual, and I would leave it at that.

Mr. Southam: At this time, gentlemen, I will call a recess.

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Thursday, 3:30 p.m.

May 5, 1966.

Mr. Southam: I will call this committee back to order and we will Motion No. 40 continue. I think you had something to discuss Mr. MacKinnon.

Mr. MacKinnon: Mr. Chairman, we were talking on autonomy and I believe that it has some good points. I would also like to see us have something to say about resources. But, I do believe that we need some changes here in Council somehow or other. I don't know whether this 15 man Council is the answer or not. We might end up with something worse than we have got, working with politics. You might have a couple of fellows like Watt and myself as independents



Mr. Taylor: I wanted to inject something about this at this point on this resources aspect. I think it was envisioned and pointed out a short time ago when we discussed this that anything over the responsibilities as outlined in Motion 40 this would leave 15 per cent of administrative personnel, this would reduce personnel and leave everything in Territorial control, as far as land administration as far as resources go, these would be brought to Whitehorse and nothing would be left in Ottawa in respect to northern administration but the Minister and the Deputy Minister. And, these resources would be then

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Mr. Taylor continues...

Motion No. 40 "administered..." by the Territorial government until such a time as they are entirely turned over to the Territory. And it was clearly understood that we would have a part of these resources. This may clear some of our thinking.

Mr. MacKinnon: Yes, Mr. Chairman, I would like to ask a question to Mr. Shaw, seeing he is the oldest member in Council and I would like to ask him, what happened to our large Yukon Council that we had years ago. What was the reason for diminishing it? Was there any particular reason or how did we get down from fifteen members back to three. What was the purpose of this and did the population have anything to do with this?

Mr. Shaw: Well Mr. Chairman, I would put it this way. When there were fifteen members on Council there was about 30,000 people in the Territory and they were all situated in the Klondike area and as the large gold veins ran out the population left and the population of Whitehorse was about 300 people. The population in Dawson City was 1500. Now, there was no Carmacks-Kluane and there was no Watson Lake and in fact, there was no Alaska Highway. As a result the population went down to 1500, I use that as a yardstick, in Dawson and 300 in Whitehorse, and then the Council was reduced progressively as the population went down. When I first came there were three members on the Council. Then the population increased so two members were added and then two more until there were seven. The colonial type government remained regardless of the members. Even if you had 50 members or even if you had two you had exactly the same type of autonomy. This matter of increasing them is so that we can administer our own affairs instead of having to ask Ottawa and I am sure Mr. Chairman, that the gentlemen understand the discussions that went on yesterday morning, and today. We are purely concerned with the fact that we couldn't even get a Legal Advisor, whatever the reasons are, we haven't got one and we should be endeavoring to get more help, this has been going on for four years at the very least. That is the point, that is what we have to resolve this afternoon. Now, gentlemen, here is the vehicle

where we are asking the government to give us that power to decide and whether we get it or whether the Minister will agree or whether parliament will agree, here is the question I can't answer but here we are asking for more control of our own affairs. It is plain and simple—we can say we don't like this and we don't like that. But we must look at this, do we want autonomy or don't we and the passage of this motion will indicate the feelings of the representatives of this country or are we prepared to allow the government to treat us as a colonial enterprise which they have done for 60 or 70 years. I have been here for a number of years, I don't know whether I am the oldest member, I might have been here longer. I have seen this continued frustration and I would say that unless the people can take their own affairs into their own hands and control their own destiny, I would say or foresee that in the future we won't know where we are going. The longer I sit here the more frustrated I become with this government here right now in this form.

Mr. Southam: Mr. Thompson will you take the chair. I have listened to all the expoundings and I do know that it seems that we are a bunch of frustrated politicians. Where are we going and what have we done? No where and nothing. It appears to me that it is about time we did something and I agree with Mr. Shaw that this is our time. It is no use in saying that the population is too small, if I remember my history rightly Manitoba only had 12,000 people and I think it was 21 or 26 members for their house and it was heavily subsidized and I

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Mr. Southam continues.....

I think it still is today. I do know that Nova Scotia is and P.E.I. is and Motion No. 40 so Newfoundland and I think that they are all more heavily subsidized than the Yukon. Now, these people, have their natural resources it is true but I would say that on the whole, it would be a good thing to have a transition period whereby we could work our way into the running of the government as a whole. It takes some time for anyone to run things the way they should be run. You take education for instance, that is one of our biggest problems and it will take a good man and a Solomon at the same time to run it. This is my opinion. When I was home at that short recess I told the people that my opinion was that this government should change and it is time that you got out and stood on your own legs and had a little bit to say. I also told them that I was going to vote for it if I had the chance and they said that is why we are electing you...don't come back here and tell us what you are going to do, that is what we elected you for and I don't think that you have to have a plebiscite for every little issue. I don't think you have to shout all over and ask everyone what they want. This is what you are elected for and if you cannot take that responsibility then you should not be in this House. That is my opinion. Now, I will stand or fall on whatever happens

here. I am going to vote for it and if the people don't like it they can toss me out. I did intend to retire next year but if this comes into being I might change my mind and I have been asked to represent the Elsa district of the Yukon. I am sure that when this is divided up there is going to be one from Elsa and one from Elsa-Calumet area. If it isn't then there is going to be Hell popping. However, these are my sentiments, I see no reason we can't work our way into this thing. Natural resources bring in a lot of tax money but at the present time I don't think that it is going to bring in enough to run this government as a whole. With that, gentlemen I think I will sit down.

Mr. Boyd: Question on the motion.

Mr. MacKinnon: Mr. Chairman, I would like to clarify one point. I didn't mean that Mr. Shaw was old. He doesn't even act old, I wanted to say that Mr. Shaw was the oldest representative at the table.

Mr. Shaw: Thank you.

Mr. Thompson: The remarks this afternoon have been most enlightening and I, as seconder of the motion, naturally support the contents therein. I think that Mr. Southam's eloquence is outstanding and direct and to the point. There has been reference made to the fact that this is the right step, that this is a sound step and that this is a step in the right forward direction. This I would concur, I think it is a step in the right direction and at the right time. I think the predominant feature is that the Bill that is in the House to amend the Yukon Act is open for suggestions and discussion and I feel by tackling this that this will give us the opportunity for representatives of this Council to appear before the standing committee of Northern Affairs and National Resources to present our views. With this, I sincerely hope that we do receive the whole support of Council.

Mr. Boyd: Question on the motion.

Mr. Taylor: Just before the question is called, I would like to say that once again this is a step forward for the Yukon and is an exciting challenge for the Yukon. In the interest of solidarity I would ask for unanimity on this vote.

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Motion No. 40 Mr. Southam: Are you ready for the question on the motion gentlemen? Mr. MacKinnon did you want to say something?

Mr. MacKinnon: Yes, Mr. Chairman, due to the circumstances that I have outlined that the people in my district not seem in favour... the ones I have contacted, do not seem in particular favour. I will have to abstain.

Mr. Southam: Are you ready for the question gentlemen? Are you agreed with the motion? Contrary? Motion No. 40

Mr. Watt: Contrary.

Mr. Southam: This motion is carried.

Motion No. 40  
Carried

Mr. Southam: Gentlemen, at this time I will call a short recess.

RECESS

SESSIONAL PAPER No. 34—1966 (1st Session)

(as per Motion No. 10 Carried on page 283  
of the Votes and Proceedings)

TEXT OF AN ADDRESS TO THE YUKON NORTHERN  
RESOURCE CONFERENCE

Sponsored by the Whitehorse Chamber of Commerce  
and the Yukon Chamber of Mines, Whitehorse, Yukon.

March 23rd, 24th, and 25th, 1966

by ERIK NIELSEN, D.F.C., O.C., LL.B., M.P.,  
Member of Parliament for Yukon.

Delivered Wednesday, March 23rd, 1966.

It is a privilege for me to have been asked by the Yukon Northern Resource Conference to present a paper on the future of the Yukon. In order that many who may be doubtful as to how I will be approaching this matter may be set at ease, let me say at once that I intend none of my views which follow to have any partisan over-tones whatsoever and I have been very careful indeed to exclude the possibility of misinterpretation in this regard. As a matter of fact, as will be seen, I will be having some complimentary things to say not only about present government policy in the North but, as well, about the Minister primarily responsible for the development of those policies, the Honourable Arthur Laing, the Minister of Northern Affairs and National Resources, soon to be Minister of Indian Affairs and Northern Affairs.

I must, of necessity, be critical in certain of my remarks, but where I advance criticisms I hope you will construe them as being constructive since that is my only intention.

I believe we are all agreed that within the boundaries of Canada we have man and natural resources unmatched by any other country in the world. By far the largest portion of these natural resources lie in the northern half of our country. We are convinced that the Yukon has vast riches which will contribute substantially to the overall growth of the economy of Canada. For the achievement of this result however, sound and positive goals must be set now.



Sometimes the argument is made that Canada should not be in a hurry to exploit the natural resources of her northland—that these resources will be called into production by the natural processes of market demand in due course and that will be time enough. In other words, the proponents of this philosophy say, "Wait for the markets to develop and then set about the development of the resources necessary to supply the demand." I am among those who reject that approach. The acceptance of such a philosophy has the dubious virtue of postponing investment, both governmental and private. I wish to advance two good reasons for saying that such an attitude is very dangerous. In the first place it counsels stagnation. The businessman who retreats from competitive battles soon finds himself out of business. Our whole economic concept is founded on the belief in aggressive competition. The nation that has abandoned real effort in the fields of science, engineering or industry will soon lose her zest for progress and even the know how for ordinary things.

Another reason for saying that there is danger in a passive attitude toward the development of the resources of the northland is that the rapidity of technological developments today makes it impossible to rely on world demand of some future remote date ever calling into market the raw materials which Canada may have—I say may have for the simple reason that in the field of exploration and discovery, only the surface has yet been scratched. There is today no world shortage of base metals, nor of oil and gas, with perhaps the current temporary internal shortage of copper excepted. If Canada has these commodities, she will do well to search them out and market them as she can. If Canada sits on her resources she may still be sitting 50 years hence while countries which have greater dynamic, find other ways to supply their needs. Technological obsolescence soon overtake almost any commodity.

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Accepting the premise then, that Canada should explore and develop her resources now, we are faced with the problem of how best to achieve this end.

We are confronted with three basic problems here in the north—problems that are common to the world today. The first of these is the task of bringing about political growth to self-government; secondly, the economic transformation in Canada's north from its existing status as an undeveloped area; and, thirdly, the accomplishment of the social adjustment of people not really yet adapted to our modern life. This last is much more of a problem in the Northwest Territories with respect to the Eskimo population than it is in the Yukon where the problem is confined almost solely to the Indian people.

The political problem—the growth from Colony to province is analogous to the same problem confronting the nation as a whole and with which we have been struggling for 150 years. We have solved, more or less, the problem on a national scale, at least to the extent that we govern ourselves with no let or hindrance from any other country. But Canada is a federal state and the fact remains that within our own boundaries we have not yet completed the process of democratic evolution. The western provinces were evolved in 1905, finally

obtaining resource control in 1930, and since 1905 there has been no further progress of substance made toward self-government in the remaining 40 per cent of Canada. In so many areas of the world this process of political evolution from colony to self-government is the source of so much strife—the evolution from external control to autonomy and self-government.

Most of us in Canada have never thought of our country as being a Colonial power. In the sense, however, that the federal government does in fact control and administer the northern regions of Canada the description is an apt one. The problems that confront France, Great Britain and other countries in the control and administration of their possessions in various parts of the world are no different than those which confront Canada in the northlands. Perhaps if more were aware of these problems and the close similarity they bear to the problems facing colonial powers in the world today we would have come to grips with the solutions far earlier than this late date. Perhaps if the federal authorities were more cognizant of the similarity of the difficulties more would have been done and that, sooner and better.

I cannot accede to the philosophy held at the federal level of government that Canada's objective with regard to her northern territories should be one of "controlled exploitation". For certainly that is what it is expressed to be and is in fact. Mr. R. G. Robertson, Clerk of the Privy Council, when he was Deputy Minister of the Department of Northern Affairs and National Resources, held the view that the objective of the Department should be to administer itself out of existence. In other words, the political umbilical cord joining our northern territories to the "motherland" must be severed and these regions weaned and allowed to self-government.

It is not sufficient for these responsible for administration simply to devise organizations that are capable of adjustment as changes require them. They must also by their policy and administration help desirable changes to come about—and to have them occur in as orderly a way as possible. An administration of passive adjustment is not good enough. Let me draw a parallel with industry. Industrial concerns have found it necessary to give considerable authority to the local operator in the field. In the north, problems have a way of

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developing unexpectedly, and they must be dealt with on the spot. Even with the great improvement in northern communications in the last 8 years it has been found impractical to attempt to rely on head office for all decisions. To a limited degree federal governmental organization for administration has been improved, particularly in the Yukon. But it remains essential to delegate more authority and responsibility to administrators in the field, for instance, in the settling of local trade debts. Industry would not excuse the existing situation and the government should be a party to the exertion of hardships on small businessmen.

In the construction field, more so in the Northwest Territories than in the Yukon, the administration is modestly successful but at times fails to take full advantage of the summer season. At times contracts are not put out for bids

until late in the year and when this happens one can be assured the construction costs will be from 15 to 50 per cent higher than necessary. This indicates that insufficient advance planning is done, that the administration is not really aware of local conditions, or that the mechanics of government are so ill designed that full advantage of the season cannot be taken.

Such examples of these inadequacies could be multiplied several times over, and, economically, contribute to the retardation of northern development and, hence, national development.

In dealing with the problem of the political evolution of the Yukon and the Northwest Territories to autonomy and self-government we should not compound the mistake of continuing to regard these two territories of Canada as north in exactly the same light. Each of the territories have different histories, different geographical factors existing, different economic and administrative problems, to mention only a few of the differences. Yet, these differences are subjugated for the sake of administrative expediency.

There is a little poem which has applicability here—called 'The Administrative Dachshund':

There was a dachshund—one so long  
He hadn't any notion  
How long it took to notify  
His tail of his emotion  
and so it happened, while his eyes  
Were filled with woe and sadness  
His little tail went wagging on  
Because of previous gladness.

It is evident by now that what I am suggesting to you is that there is need for designing a blueprint now which will achieve self-government in the future. I will direct myself to the Yukon although the proposals which I will outline, with some modification, would be equally as applicable to the Northwest Territories. I wish to make clear at once that I do not advocate immediate self-government for the Yukon, but rather, as will be seen, the adoption of staged reforms which will progressively lead to that objective.

Most opponents of eventual autonomy for the Yukon advance two arguments, both of which, I submit, do not stand up in the face of reason and precedent. First, they say, there is insufficient of a population to justify autonomy. This suggestion is invalid for two reasons: first, the desirability of establishing democratic institutions and governments does not rest on such

flimsy base, and secondly, there is ample precedent in Canada which indicates that small populations were no bar to the erection of autonomous machinery of government in the provinces. History will show, for example, that when the Province of Manitoba was carved out of the then District of Assiniboia of the then Northwest Territories in 1879 the white population was much less than is in the Yukon today. Yet, the Province was created. The second argument advanced against autonomy is economic. These opponents to self-government



argue that "the one who pays the piper, must call the tune". Again, democracy does not permit of the acceptance of such a proposition, nor does it stand up in the light of economic precedent both past and present. In the Yukon we have a very healthy respect for the substantial benefits of federal activity. It must be remembered though that the federal purse supported the new province of Manitoba for many years after 1879 and, even today, the Maritime Provinces are the recipients of very substantial federal grants and subsidies—notably Prince Edward Island and Newfoundland. This second argument is sometimes masked by the averment that these northern territories are lacking in available people outside of government service who, in other parts of the country, can be called on for the performance of administrative and legislative service. They say, in short, "the talent is not available to assume the responsibilities". I believe that this kind of argument is disproven by simply looking around you at this conference.

The Territorial Council in the Yukon is intended to be a kind of part way house on the road to provincial status. Apart from the creation of the Advisory Committee on Finance a few years ago, however, the part way house has been a permanent stop for over 50 years with no real reform having taken place. The character of the Council can be appreciated by considering the system in effect in Canada in, say 1840—before the achievements of responsible governments. The Canada of that day was administered by a Governor who was responsible, not to the local assembly or Council, but to the government in London. Today, the government of each of our northern territories is handled by a Commissioner who is responsible, not to the Territorial Council, but to the Minister of Northern Affairs and the Governor-in-Council at Ottawa. There is no real and effective local representation and control. No legislation is passed that is not prepared by the government and no real fiscal control is exercised except the merely negative control over supply. Before 1905 the Northwest Territories included what are now Alberta and Saskatchewan—and much of what is now part of Manitoba, Ontario and Quebec. The first system of government for the territories was set up in 1875, and this was very similar to that which now exists in the Yukon and Northwest Territories. By 1888 the Territorial Council had acquired the name of Legislative Assembly and there was an Advisory Committee on Finance. Pressure grew for direct control of the administration and in 1892 an "Executive Committee of the Territories" was established. In 1897 this hatched into a genuine cabinet—and Executive Council with full powers of government, responsible to the Legislative Assembly. The egg had come a chicken and in 1905 the fact was recognized when the provinces of Alberta and Saskatchewan were formed.

That the Yukon is a future province is not doubted; the Prime Minister in 1960 made that quite clear. There are however divergent views, as I have tried to show, as to timing. The real test lies not in the size of the population or the actual capability of the population but rather in the more compelling desireability for the establishment of democratic institutions. There is emerging in the



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Yukon a vigorous self-assertion giving rise to the same pressures which brought about the first measure of executive control in the Northwest Territories, 1892. The time has arrived for the same kind of reform in the Yukon—the must be commenced a gradual transfer of executive responsibility from the federal administration to the elected legislative council. In addition, other federal functions should be transferred for local administrative control. The separation of the executive and legislative functions which has existed in the Yukon for over 65 years is inconsistent with the democratic way and has given rise in recent years to the intolerable situation where the Territorial Council has evolved into a sort of permanent opposition. The Council has become the constant critic of executive action and thereby the production of fresh policy at the legislative level from where it should come, is frustrated. Some far reaching reforms are necessary. The pressures for such reforms are not only coming from the general population here but are being generated as a result of the rapid accelerating investment and industrial activity in the Yukon over the last decade. What for the future then?

First I would suggest that the responsibility for the administration of Justice should be transferred from Ottawa to the Yukon. There is good fiscal reason to justify such a move which would necessitate the establishment of the office of Attorney General for the Yukon together with the attendant administrative structure similar to that existing in the provinces. I am convinced that substantial savings would be effected by such a move and that administrative efficiency immensely improved. There is further reason for such a transfer now in view of the extensive plans now underway for the completion of a corrections institution in Whitehorse and the establishment of a new Department of Corrections as part of the Territorial Government.

Secondly, I would suggest all facets of lands administration now remaining in Ottawa be transferred to the Yukon. The intolerable delays, produced by large measure by administrative procedures, which confront those wishing to acquire land in the Yukon are simply no longer acceptable or necessary.

Thirdly, those few remaining administrative functions now performed in Ottawa with respect to Yukon affairs should be transferred to the Yukon along with the personnel responsible for their performance who would become part of the Territorial civil service where necessary.

At this point I wish to make it clear that I do not propose any change in territorial control by the federal government over water, oil and gas, and mineral resources. All other resource functions, however, would become a Territorial responsibility.

Fourthly, there are urgent reforms necessary if the Territorial Council is to mean anything at all. There is not much point in paying lip service to democratic institutions and forms of government. An Executive Committee must be established which will evolve into a full-blown cabinet. Concomitant

responsibility must also go with the creation of executive control. In order to achieve these results I would suggest that the following staging is necessary:

1. Increase the number of members on the existing wholly representative Council from 7 to 15.
2. This legislative body to be styled the Yukon Legislative Assembly.

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From a 15 member Assembly there will naturally emerge a majority and a leader of that majority. The injection of a division within the legislative body, whether the majority and minority are blues and reds or Socialists and Democrats or Liberals and Conservatives, is essential if the Council is to be converted from its present role as an 'opposition' to a properly function-in-Assembly. The majority, of course would hold power, their policy views prevailing by virtue of the recognition of the democratic principal of the majority ruling. The minority becomes a real opposition with, among the many responsibilities of an opposition, the task of testing the policies advanced by the majority.

The ultimate objective would be to increase the number of Assembly members (M.L.A.'s) to 21 or more.

3. The leader of the majority would select from the 8 or more members of the majority a 5 member (including himself) "Executive Committee".

The 5 member Executive Committee would replace the existing Advisory Committee on Finance and become, in effect, a 'partial cabinet'. As it becomes necessary and expedient to assume further responsibilities the size of the Executive Committee would be increased as would the Assembly, until it became a genuine cabinet with the same executive responsibilities now enjoyed by the provinces.

4. The matter of setting the indemnities payable to the members of the Assembly and of the Executive Committee would be one for determination by the Assembly, as it should be now. Certainly, it would be reasonable to expect that the members of the Executive Committee should receive an allowance in addition to the members' indemnity.
5. Full executive power should be transferred to the Executive Committee in the following departments:
  - (i) Education, Health and Welfare
  - (ii) Resources (Territorial) and Lands
  - (iii) Public Works
  - (iv) Justice and Corrections
  - (v) Revenue and Finance

Each member of the Executive Committee would assume responsibility for one of the above "portfolios".

The Yukon Legislative Assembly, as contemplated by these proposals would have all the rights, powers, jurisdiction and obligations as do the Provincial

Parliaments except as to the limited executive powers and responsibilities of the Executive Committee. The remaining areas of executive control would be retained by the federal government until such time as ultimate autonomy was achieved. The administration of the federal function, however, would be located at Whitehorse, the seat of the government and not 4000 miles away in Ottawa,—just as is the case in the Provinces.

Consequential amendments to the Yukon Act would be required as an interim measure until an Address of both Houses of the Canadian Parliament was directed to Her Majesty under the provisions of Section 146 of the British

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North America Act, requesting the establishment of the Province of Yukon. The position of Commissioner would be abolished. The term of the Assembly would be 4 years as opposed to the existing 3 year term of the Council. The existing fiscal prohibition in Section 24 of the Yukon Act would be repealed insofar as it affected the responsibilities of the Executive Committee. Other amendments would be required and which, for the sake of brevity, I will not enumerate here.

These then are a broad outline of the reforms I believe to be essential. Planning for their implementation should be undertaken forthwith and their achievement targeted for our centennial year. There must, of course, be a Commissioner appointed to replace Mr. Gordon Cameron who has served the Yukon so devotedly and well for so many years. The next appointee however should hold office on an interim basis only—and should be the last one—relinquishing office when the Yukon Legislative Assembly is created as I have outlined above.

Before leaving this assessment of our political considerations, I would like to observe that in order to avoid the opposite evils of no government (anarchy) and all-government (totalitarianism), democratic government must be possessed of two distinguishable qualities; it must, in the first place be strong and it must, secondly and equally, be just. James Madison once remarked that "in framing government which is to be administered by men over men, the great difficulty lies in this; you must first enable the government to control the governed; and in the next place to oblige it to control itself. The aim of democracy is to seek that happy mean between too much confidence and an excessive jealousy in public affairs". In practice, either of these extremes can be fatal, because, in the words of an early American document, "the first is a temptation to men in power to arrogate more than they have a right to; the latter enervates government, prevents system in administration, defeats the most salutary measures, breeds confusion in the state and disgusts and discontent among the people, and may eventually prove as fatal to liberty as the opposite temper".

A land with the history which we in the Yukon enjoy, notwithstanding the larcenous efforts of some "outside" organizations east of the Rockies—west of the Alberta-Saskatchewan boundary—north of Red Deer and South of Whitecourt is not one those people will shirk from any task or responsibility, however



nerous. We have the people capable of discharging any responsibility—all we require is the means—it is such a small step to take one wonders why the hesitation at all.

The second problem I want to discuss briefly with you is the economic one. I drew a parallel between the political problems which confront emerging nations and those which confront the emerging province of Yukon. In the economic field the parallel with the problems of new countries is very close. If any area in the world qualifies for the description "underdeveloped" it is Canada's northland—in the Northwest Territories this is particularly true but great advances have been made in the Yukon. The recent high level of industrial activity is the result of the creation of development policies in 1958 and which are being continued and enlarged upon today. An entirely new roads construction and maintenance policy was designed in 1958 and recently enlarged and renewed on the same basis by our Minister of Northern Affairs and National Resources and his government. Similarly, the recent re-endorsement of airstrip construction policy by the Minister is an indication that government intends to continue making a substantial investment in the Yukon. This is, in my view, a proper and responsible course to follow on behalf of the Canadian taxpayer. The federal government should continue to assist wherever possible with the development of transportation facilities, such as railroads, airstrips,

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express roads and docks. The high cost of moving supplies and products is undoubtedly the most difficult problem facing northern development. Once promising discoveries have been made there should be no limitation on the part of the authorities in aiding developers in this field. Unfortunately this limitation does exist. For example, for years it was known that the deposits of lead and zinc at the Point are among the largest in the world. The company which owns these deposits had indicated that it was willing to put them into production provided a railroad was extended to the mine. The railroad was eventually built. There is a parallel situation now existing in the Snake River Area of the Yukon. Again, intense activity in the Rose River area of the Yukon. It is inevitable that express by rail must be had in order that the resource may be economically exploited. The responsibility of the federal government in providing planning initiative and fiscal cooperation with industry is clear.

The recent announcement by Northern Affairs Minister Laing of a three billion development fund is an example of the kind of policy which is sound and which is required if we are to create an attractive climate for capital investment in our north. This policy is similar to that which has existed in Australia for several years now and one which is a fine illustration of the kind of contribution which should be made by government to the partnership which must exist between government and industry for effective northern development. The Minister is to be complimented for his part in obtaining the approval of his colleagues in the Cabinet to the scheme and we wish him success—having this particular fund enlarged, an objective I am sure he would like to accomplish.



Perhaps the single most important task which faces the government today is the urgent need to design a water policy for the Yukon. It would be pointless for me to do other than mention to this assembly of experts in the field of resource development the vital necessity for a source of cheap power in any development. The Yukon has the tremendous good fortune to be richly endowed with a hydro-electric potential over twice as great as the total output of the St. Lawrence Seaway. As I have stated before, I am one of those who believes that resource development now will attract the industry of the future. Those who doubt the validity of that philosophy need only look south to the Peace River power project which is having results exceeding initial expectations. It follows that I must suggest to you that there are very good reasons for evolving a plan to harness the Yukon River hydro-potential. Indeed, there are dangerous indications that unless we act now our own future position could well be prejudiced by such schemes as the Rampart in Alaska. It is, of course recognized that the water policy designed for the Yukon resource must form part of our national water policy. Again, I must applaud the government for their endorsement of those policies devised in 1959 and expanded in the immediately following years. One of the main stays of those policies is the concept of a National Power Grid anchored at one end on the Hamilton River in Newfoundland and at the other end by the Columbia and Yukon rivers.

We are on the verge of seeing new industrial complexes spring up. The potential areas of the Yukon are rapidly emerging. If the full exploitation of these areas is to be realized, immediate planning and projects are required. How much power is required in these areas?—What are the resources?—Thermal, hydro or other power sources?—What are the energy requirements?—the power requirements?—What is the access to markets?—What transportation requirements?—What improvements are required to existing transportation and communications?—The questions yet unanswered and which require solution are very many indeed. If, however, future development is to be achieved we must come to immediate grips with the problems and their solution.

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Some immediate improvements of which I have already made mention have been made. Others could be made. For instance, a reappraisal of taxing policies applicable to high cost northern areas. Perhaps tax rebates on the production of electrical power—the extension of the free period of mining operations to years—greater personal exemptions to assist in attracting the necessary skilled labour force necessary for resource development—Government financial participation in the establishment of smelter and transportation facilities—arrangements to provide unlimited access to tidewater through the Alaska Panhandle—Alaska Highway saving—an expansion of northern research plant and facilities in the Yukon.

Great events are taking place in the Yukon today. There is confidence everywhere of the future. But we all face a challenge, government, industry and, perhaps greater than any, Yukoners ourselves. It is a challenge to continue to forge ahead with the development of this land in which we live; and secondly, to impart to the building of a better Canada the great wealth of our

resource potential. We must all be prepared to take the risks necessary in order to accomplish. We must also be prepared to give the freest possible reign to the leaders, the adventurers—the men of action. The federal government must be prepared to continue to invest substantially in a national development policy which includes as an integral part of that policy these northern areas. The three of us—government, industry and Yukoners—have a shared purpose; to ensure that our efforts mean something to the future of the country in which we live. We also have a shared recognition, that we are a partnership in which each partner must, with vigour, effort and determinations, make a full vital and continuing contribution secure in the knowledge that by so doing, present and future generations of Canadians will be the beneficiaries.

It would be impossible to do justice to an analysis of the social problems and to deal with future direction in this field in a paper of this length. For this reason I make no attempt to do so but the problem is no less important than the political and economic. Through no fault of their own, the Indian and Eskimo people of the north all do generally live in conditions of poverty and squalor that we tend to regard as the pitiful lot of backward peoples of foreign—very foreign—areas. But these people are not foreign and they are not remote; they are Canadians and they live here. The problem, however, is very similar to that existing in the emerging countries of the world—it is the problem of adjusting to a new, a different and in many ways a frightening world.

It is my firm conviction that the Yukon is in the process of “breaking through”—we have already reached the turning point and that the future holds great things in store. My observation is one of universal confidence in the future—my submission is that government now exhibit the same confidence in the ability and capability of the people of the Yukon as is being displayed by industry in the resources of the Yukon. If the partnership is to work effectively that exchange of confidence is essential. The time to act on the reforms I have suggested is upon us. To let sleeping territorial dogs lie is to produce, ultimately, an empty, unsanitary kennel.



HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 13

TUESDAY, JUNE 21, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

## WITNESSES:

Hon. Arthur Laing, Minister of Northern Affairs and National Resources; *and from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,  
Mr. Basford,  
Mr. Duquet,  
Mr. Gundlock,  
Mr. Habel,  
Mr. Haidasz,  
Mr. Horner (*Jasper-Edson*),

Mr. Howard,  
Mr. Hymmen,  
\*Mr. Keays,  
Mr. Laprise,  
Mr. LeBlanc (*Rimouski*),  
Mr. Legault,  
Mr. Lind,  
Mr. Mather,

Mr. McKinley,  
\*Mr. McWilliam,  
\*Mr. Neveu,  
Mr. Nielsen,  
\*Mr. Roxburgh,  
Mr. Simpson,  
Mr. Southam—(24).

Michael A. Measures,  
*Clerk of the Committee.*

\*Replaced Messrs. Dinsdale, Émard, Klein and Nixon on June 20, 196

ORDER OF REFERENCE

MONDAY, June 20, 1966.

*Ordered*,—That the names of Messrs. Roxburgh, Neveu, McWilliam and  
eays be substituted for those of Messrs. Nixon, Klein, Émard and Dinsdale on  
e Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*



## MINUTES OF PROCEEDINGS

TUESDAY, June 21, 1966.  
(14)

The Standing Committee on Northern Affairs and National Resources met this day at 9.42 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Gundlock, Habel, Haidasz, Hymmen, Leys, Laprise, Legault, Lind, Mather, McKinley, McWilliam, Orange, Southam (4).

*Also present:* Messrs. Baldwin and Klein, M.P.'s.

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. F. A. G. Carter, Director, Northern Administration Branch; Mr. C. T. W. Hyslop, Assistant Director, and Mr. A. B. Yates, Chief, Engineering Division, both Northern Administration Branch.

The Chairman presented the Third Report of the Subcommittee on Agenda and Procedure as follows:

Your Subcommittee met yesterday and, in accordance with a resolution of the Committee made at the last meeting, moved by Mr. Lind, seconded by Mr. Nielsen, considered the idea of the Committee visiting northern Canada. The idea was approved in principle. A subcommittee on this subject was formed, consisting of the Chairman and Vice-Chairman of the Committee, to conduct a feasibility study and to report to the Subcommittee on Agenda and Procedure.

*Agreed.*—That the Third Report of the Subcommittee on Agenda and Procedure presented this day be adopted.

In relation to item 15 of the main estimates of the Department of Northern Affairs and National Resources, the Chairman tabled the following document, copies of which were distributed to the members:

Brief on National Parks Policy, for presentation to the Standing Committee on Northern Affairs and National Resources, by The Canadian Wildlife Federation, June, 1966.

Mr. Côté tabled the following document, copies of which were distributed to the members:

National Parks Policy, Natural and Historic Resources Branch, Department of Northern Affairs and National Resources.

The Committee resumed consideration of item 45 of the estimates.



The Minister was questioned, assisted by Messrs. Côté, Gordon, Carter Hyslop, and Yates.

Item 45 was carried.

At 10.59 a.m., the Committee adjourned to Thursday, June 23, 1966, at 9.30 a.m.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

(Recorded by Electronic Device)

TUESDAY, June 21, 1966.

(9.43 a.m.)

The CHAIRMAN: Gentlemen, we have a quorum.

Your subcommittee on agenda and procedure makes its third report as follows:

Your Subcommittee met yesterday, and, in accordance with the resolution of the Committee made at the last meeting, moved by Mr. Lind, seconded by Mr. Nielsen, considered the idea of the main Committee visiting northern Canada. The idea was approved in principle. A subcommittee on this subject has been formed consisting of the Chairman and Vice-Chairman of the Committee, to conduct a feasibility study and to report to the subcommittee on agenda and procedure. Is it agreed that the report be adopted? I am speaking about the report of the subcommittee.

Agreed to.

The CHAIRMAN: At our meeting next Thursday we will hear representatives of two organizations on national parks under Item 15 of the estimates. One of the two organizations is the Canadian Audubon Society whose brief was received by the members on May 31, and which I tabled. The other organization is the Canadian Wildlife Federation whose brief I now table for your information and copies will be distributed to the members.

Still on national parks, Mr. Côté has a departmental document to table which is related to the brief of the Canadian Wildlife Federation. Mr. Côté will you do that now.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman it is not related, if I may say so, to the brief of the Canadian Wildlife Federation. It is rather the national parks' policy itself. Members of the Committee have not had this policy distributed to them, at least, formally; they probably have had the policy *in extenso* when it was first tabled by the Minister in the House. I thought it would be useful to have the national parks' policy, as enunciated in September 1964, tabled for the Committee members.

The CHAIRMAN: Thank you, Mr. Côté. I hope that the members will study these two documents and the Audubon Society brief before next Thursday so that we can hear a short summary statement from each witness and proceed to questions.

We now resume consideration of Item 45, of the main estimates. Again I am pleased to welcome the Minister, the Honourable Arthur Laing.

Are there any questions?

Mr. ORANGE: Mr. Chairman, two or three years ago plans were made to build a large school complex in the Cambridge Bay area. This was the subject of a certain amount of discussion and there was some reaction on the part of the people who lived in the general area affected along the central Arctic coast regarding this particular school. The concern of the people up there was the fact that this would be a large major school complex which was intended to serve the area surrounding Cambridge Bay and when I say surrounding Cambridge Bay I mean within 500 miles.

As I say, there was some considerable discussion regarding the merits, first of all, of the location of the school and second, the size of it. However, the plan went ahead to build this school which was generally accepted as being reasonable. Now, the question I have is that I understand the original planning estimate was in the vicinity of \$3 million for the complex and that the first estimates of the cost, now that tenders have been called on the preliminary estimates, run in the vicinity of \$5 million. I am wondering whether or not the Minister and his departmental officials, in view of the major increase in cost of about 60 per cent, are looking again at the requirements for Cambridge Bay to determine whether the school should be built in that vicinity.

Mr. CÔTÉ: Mr. Chairman, the department has planned for the construction of a school complex at Cambridge Bay and a hostel which will involve ancillary measures such as electricity, heating, housing and I would not care to comment on any figures put forth at this juncture. We have called tenders and we want to see what the tender prices are like as regards the figures that our engineers have provided to us and then a decision will be made regarding the construction.

Mr. ORANGE: If the construction costs are indicated—and believe me my information is pretty well hearsay—

Mr. CÔTÉ: I hope they are hearsay, indeed.

Mr. ORANGE: Would it be appropriate to look at the over-all program once again, in view, first of all, of the location of the school and second, the size of it?

Mr. CÔTÉ: I think the location, in the long term, is the right one. Should it prove impossible for the government—by reason of pressures and costs and cetera—we will have to examine alternatives to take the pressures off, but in the long run Cambridge Bay looks to be the right spot for a secondary school and hostel. It is always a very tricky decision to determine whether today's costs are going to be cheaper than tomorrow's, in the light of the possible shocks one gets when the tenders are opened, if this were to be the case because of the present pressures on construction costs.

Mr. ORANGE: What is your programming now in terms of construction?

Mr. CÔTÉ: It would be for next year to get under construction and to be completed by 1968.

Mr. ORANGE: Your tenders have been called now?

Mr. CÔTÉ: That is correct.

Mr. ORANGE: When are they due?

Mr. CÔTÉ: In about four weeks time.

Mr. ORANGE: Will there be any work undertaken this year?

Mr. CÔTÉ: I think it would largely be sending material in this year, and sort of foundation work.

Mr. ORANGE: I will come back to this later on.

Mr. LIND: Mr. Côté, I think I will direct this question to you. The other day you read out some figures on vacancies in the various staffs out there that rather alarmed me and I have been wondering about it. I was wondering if you could go into a little detail on how you select this field staff and how you place them or move them around from places where they are needed. When you speak of one department with 53 per cent vacancy, it concerns you.

Mr. CÔTÉ: This would be social welfare workers?

Mr. LIND: Yes.

Mr. CÔTÉ: Social welfare workers are selected by the Civil Service Commission and we have representatives on the board selecting these people. The competitions are advertised throughout Canada. Generally, on the recruitment, we have been trying for the last several years in conjunction with the Civil Service Commission to do positive recruitment by sending people to the various centres, colleges or high schools or our universities, to recruit people. For example, last spring we brought in ten student stenographers from a school outside Ottawa for a five day training period in the Department to get to see what sort of work we are doing. This sort of positive recruitment will attract applications.

One has to deal with each category of worker or potential employee according to the circumstances in which they happen to be. The hiring of stenographers or clerks is one thing; the hiring of technicians is another thing; social workers another thing or engineers. So far as northern service officers are concerned, they are recruited by Canada-wide competition. We try, initially if they are recruited in May or so, to give them three or four months on the ground and then in service training within the Department for a minimum of six months here in Ottawa and then they are sent to the field.

We are finding now, that by what I call "positive recruitment", positive action by members of the department, for example, I will go out on several occasions to various universities and colleges and high schools and speak to young men and women about the work of the department and of the government at large and try to create an image of the public service and what it does mean. I think that the image is not too bad, so far as our Department is concerned; we are able to attract as many junior executive officers, for example, in that particular category as any other department of government.

I think this is the general answer I would give to this point, Mr. Chairman, unless Mr. Lind has a specific point he wishes to make.

Mr. LIND: I have a further question I would like to ask. We all realize that it is hard to recruit young people to go into that area and we realize those recruiting them, if they have had experience in the field where they can speak first hand of it, can make it appear more attractive. This leads to my second question. Do all your home based staff stay at Ottawa and in other parts of



Canada,—I think most of it is here—do they have experience in the field, have they all spent some time up there to understand the conditions north of latitude 60, or have we people here that are directing them that have not had any experience north of latitude 60?

Mr. CÔTÉ: There are some people who have not had experience north of 60 and dealing specifically with the northern administration staff, the policy there is to try to recruit people and to have them acquire field experience. It is a general rule that people who want to make a career in northern administration must have field experience, and we want the people to rotate every three or four years to get field experience and back into headquarters. I should judge that a fairly large percentage of those in Northern Administration have had field experience. This is a relatively new branch; it is about 12 years old or so and, naturally, when you start off, our initial people may not have had experience.

Mr. LIND: You have partly answered my third question. Have you developed a plan of rotation for the staff here who have not had field experience to provide that for them?

Mr. Côté: Yes, there is a plan, and not only for northern administration but other parts of the Department. For example, in the national parks; this is more long standing branch and I should say that practically everybody at headquarters here has had field experience for several years.

The same thing applies to the Canadian Wildlife Service and Indian affairs and, not to the same degree, in historic sites.

Mr. LIND: My fourth question is going to relate back to the first one again. What inducement or what extra pay do we pay these people, as students, when we are recruiting out of universities and other organizations, to go into the north? What extra inducement, shall we say, do we provide in this Department to endeavour to fill these vacancies? You have to give more than just the regular Civil Service salary. At least in my opinion if you are going to put a person into the cost of travelling and living under more trying and lonely circumstances maybe you have to provide them with some inducement.

Mr. CÔTÉ: Well, I will say, Mr. Chairman, that primarily the inducement is the challenge of working with fellow citizens in the north. This is a basic criterion. We do provide circumstances for them to work in which are comparable with those of the south. In the case of teachers, for example, I think that the teachers have visual aids, books which are competitive in quality and quantity with the schools in the south. There are, in addition to that, isolation allowance and, with your permission, Mr. Chairman, I would ask Mr. Carter to elaborate on these fringe benefits, as it were.

Mr. LIND: I would appreciate hearing of those.

Mr. F. A. G. CARTER (*Director, Northern Administration Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, very roughly speaking, the isolated posts allowances which, incidentally, are the same for all government departments for civil servants who are serving in northern Canada vary roughly from about \$1,000 up to about \$2,000. They depend on whether the person is married or single; they depend on the area in which they serve.

For instance the allowance that will be paid at Fort Smith in the southern part of the north would be much less than that paid at, say, Cambridge Bay, which is a long way into the territory.

These allowances were designed, originally, to be in part a compensation for the isolation itself and in part a compensation for the added cost of living. In addition to these allowances, the civil servants going in from the south are provided with accommodation at a price which is, shall we say, subsidized. It is a lower price than they would have to pay in southern Canada for the same thing. In addition, they have certain privileges such as receiving help to come out to southern Canada once a year on holiday leave where they only pay a small part of the cost themselves.

These, roughly then, are the financial inducements that exist at the present time.

Mr. LIND: Thank you very much, Mr. Carter.

Mr. SOUTHAM: I would like very much to see our Minister here this morning. I would like to ask him several questions with respect to our housing program in the north as it affects our Canadian Eskimos, Indians and Métis. I think we are all very interested in this aspect of the welfare of our northern citizens. I am interested in the Minister's release regarding this matter under date of October 21, 1965, where essentially Mr. Laing refers to a major new housing program for Eskimos of northern Canada. It more specifically relates to the construction of approximately 1,600 houses at a cost of \$12 million with a grant towards the capital cost of \$2,000.

(10.00 a.m.)

I have been looking over this program and it is, naturally, laudable but in comparing it with what had been developed previously, I think in a statement made back in August 1961, I could not see very much essential difference in the two programs. I was struck by this major new aspect and I would like to ask Mr. Laing just in what respect it does differ from the 1961 program. At that time there were some limitations, I think, for citizens in the north wanting to get first mortgage loans. Relative to building codes, I believe they had to have subdivided land; there had to be water and sewer services, and so on. But later these rules were waived. I think there was another qualification, too. If a person was going to spend \$10,000 or over on a proposed new home they did not qualify for the grant; but these rules were waived and first mortgage loans were made, I think, up to \$7,000, with a grant.

I would like to ask Mr. Laing what is the essential difference; what amounts are proposed to be loaned in the Yukon and the Northwest Territories under the present programs for the purpose of making first mortgage loans, or home improvement loan grants? I think previously it was \$400,000 to both the Northwest Territories and the Yukon for providing the loans and I believe \$90,000 in each case for grants.

Could the minister say, essentially, what is the difference. I do not see any particular difference; I think it is a carry through of a very laudable and a very practical plan for providing housing and I am glad to see that this is being done, of course.

Mr. LAING: I am informed that there is no substantial change from the original statement made in 1961, but I think we are showing more energy than was shown in the intervening period to get some housing up there. I think that is obvious. We are of the opinion that, as yet, in that very brutal country there are probably 1,000 Eskimo families who have no protection from the element at all. We came to the opinion that one of the first things we should do was to get them in some type of housing. We have made this adjustment; we are going to provide them with housing even if there is no evidence of their ability to pay. We think that is a prerequisite to doing anything at all with these people, and I am quite certain that if all Canadians could see the conditions that exist in certain places, they would be horrified. We have areas where probably the white man has seen some of these people for the first time only in the last 18 or 20 years and there has not been a very great deal of progress made.

During the time of the great expansion in defence, these people came toward the settlements and, indeed, were employed by defence and other agencies of government as servants and so on. But there are still a great number of them out in quite isolated places where there is no housing and it will be our aim to get housing to them as fast as possible.

Mr. Carter has the figures. I am quite certain that last year and this year the number of houses that were sent up was the highest on record. He will give you those figures.

The difficulty, of course, is that it is hard to differentiate between those who could have all the money to repay for a house or partially pay for a house and those who obviously have no income to make any payments. We still do not want to obliterate that difference, we want to collect, if it is possible or collecting at all; or partially collect if it is possible to collect in part. We have decided that where there obviously is no money going to be returned, we are still going to give them a house.

Mr. SOUTHAM: Thank you, Mr. Laing. That is something along the line of what I expected as an answer. I agree with your reference to the north; it is a brutal country and, of course, one of the main essentials to the welfare of these people is proper housing. I believe in the 1961 program the interest rate was quoted at 7½ per cent for these loans and I think if they were up to \$7,000 or \$7,500 they had 20 years to pay and for a \$5,000 loan I believe the time was reduced to 15 years, and for \$2,500 or less, I believe it was a ten year period. Now, are these terms still the same?

Mr. LAING: Mr. Carter will answer you, Mr. Southam.

Mr. CARTER: Mr. Chairman, I think, perhaps, we are speaking here of several different programs and it might help if I were to clarify the differences between them.

Until this year, until the new program, which was announced in the fall, we have had in operation several different programs. So far as the Eskimos are concerned, there have been, primarily, two programs. One, we have provided houses free of charge to strictly welfare cases, to the blind, lame, and so on. We have also had a program of houses for sale. These were houses, which would



ormally run, perhaps, \$5,000 to \$7,000, toward which we have been giving 1,000 grant.

The problem of this program has been that in the north country the cost of mortgaging the house itself is no more than say, from a third to a quarter of the total cost of running a house; the cost of heat, of power, of water, of sewerage and this sort of thing is extremely high. It is a much different ratio than you find in southern Canada. This meant in practice that very, very many of the eskimos who over the past few years have bought houses under this program, even with the capital assistance, have found themselves unable to pay even the smallest amortization cost on these small houses. At the same time, they have not been able, from the moneys they have earned, to pay for the services which they would go with the house to make it a place in which to live.

The new program, therefore, in effect embraces both the old programs. There will still be houses for sale, but from here on in, they will be sold only to eskimos who not only can afford to pay the amortization charges on those houses but who also can afford to pay for the services, so that we can be sure that they will be able to live in reasonable comfort in those homes.

The grant has been raised for the larger houses from \$1,000 to \$2,000. There will still be only a small proportion of the Eskimos, however, who will be able to take advantage of that program until more of them are in full employment.

For the great bulk of the Eskimos, therefore, we contemplate looking after them through a rental program. Those will be houses which will be owned by the government, at least for a period of time. Those houses will be built roughly in accordance with the size of the families that need them. In the past the houses that we have been putting in probably average no more than about 400 square feet. We will now, under the new program, be putting in houses which will come much closer to averaging 600 to 700 square feet. So that while they are still not up to, say, many southern standards, they still are not bad and a great deal better than anything that has come before.

Those houses will go in and with the house the Eskimo family will receive a package. They will receive the necessary fuel oil to heat the house, a necessary minimum quantity of electricity and the necessary services that go with the house. In each case, the Eskimo family will pay what that family can afford. This will remove the difference that used to exist between welfare families and others. Even those families who are on welfare will still pay a small amount toward the house, perhaps, only \$2 a month. Others will pay what they can afford and some of them, of course, will come quite close to paying for the whole thing.

Something like 1,600 houses will be built under the program. This is the estimate of the need at the present time. The program will take about four or five years to finish. It is starting this summer in the Frobisher region, and will cover about half that region this summer. We will complete the Frobisher region and start on the Keewatin region in the following year, and this will be done gradually across.



The best estimate is that the rent that the Eskimos pay for the time being, anyway, will amount to only about 20 per cent of the actual cost of providing the houses and services. The Eskimo families, of what they contribute in rent, will have one third of that set aside toward the eventual purchase of a house, so that there will be an incentive for those, even when they are only paying a small part of the rent, at least, to have the feeling that they will have some stake in the future.

We are hoping, through the program, to gather together the Eskimos who occupy these houses and have them form housing associations through which they can commence to manage their own affairs; through which they can get to the stage of quite possibly doing a great deal of their own maintenance work on the houses, for which they would receive credit eventually toward the purchase of a house; through which perhaps, they would collect their own rents; through which they would impose on themselves the proper use of fuel oil and electricity, and so on. This then is the basic part of that program.

The other program to which the hon. member referred earlier is the territorial mortgage scheme which was really not intended for Eskimo families but was intended for whites and métis who were not looked after either under the Indian housing program or under the Eskimo program and that program has not really changed in its essentials since 1961. It is simply carrying on in the same way. At the present time discussions are going on with Central Mortgage with Indian affairs and ourselves to try to come up with a program which will across the north, satisfy the needs of all those who cannot afford national housing program.

Mr. SOUTHAM: Are the interest rates still essentially the same,  $7\frac{3}{4}$  per cent?

Mr. CARTER: The interest rates were originally set to be 1 per cent higher than those pertaining under the National Housing Act.

Mr. SOUTHAM: Are the original grants or loans to the Northwest Territories and the Yukon of \$400,000 to make these loans still essentially the same; were they adequate?

Mr. CARTER: These loans have been adequate but moneys will be added. There is a standing commitment on the part of the federal government to provide whatever amount may be needed in order to look after whatever number of applicants come forward for those houses.

Mr. SOUTHAM: Under this second program one of the essential difference if there is a difference, would be the increasing of the grant from \$1,000 to \$2,000?

Mr. CARTER: That has not, as yet, been applied to the territorial housing program. This is simply under the Eskimo housing program at the present time.

Mr. SOUTHAM: Thank you, Mr. Chairman.

The CHAIRMAN: Are there any further questions, gentlemen?

Mr. BALDWIN: Mr. Chairman, I appreciate the opportunity to ask a few questions as a former member of the Committee and at present a visitor. Would it be appropriate at this time to ask the Minister some questions on matters related to transportation, travel and roads. Is that within this particular item?

Well, the Minister announced some time ago a very interesting program of road construction in the north, I think, involving, if my recollection is correct, \$100 million, spread over a ten year period. I wonder if it is possible at this time to spell this program but as to the years and actual area of construction. I wonder if the Minister could make a general statement on that so that I might ask a few questions later with regard to this very interesting matter.

Mr. LAING: Mr. Chairman, we did announce such a program and indicated that we would be spending—this is north of 60; in other words, combined Yukon and Northwest Territories—a total of \$100 million over the next ten years and this is our intention and determination. I want to say at the start that we want to keep the program as flexible as we possibly can because it would not be advantageous to build roads in areas where we would not be developing the resources. This program is essentially a resource development program. I could give Mr. Baldwin an example in the case of the Cassiar Asbestos which is investing somewhere between \$17 million and \$19 million on their Clinton Creek property. We put ourselves in the position where we had to negotiate directly with that company, and you will understand that doing this sort of thing is tricky business but it is the only way in which we can operate. We finally wound up by assuring them of a road which, at this stage, is for them only, sir, which is going to cost the people of Canada \$2.8 million.

We did have something to say, of course, about the route it should take; in fact, the road is being routed through a property where we are very hopeful of picking up something on the way through. Now, we are going to be confronted again, very shortly, I expect in the Yukon, with another proposal of this nature, probably much larger and the same sort of thing is going to come up before us in the Northwest Territories and, again, I say it is a very unusual position in which the government finds itself, and we have to be very careful.

It is my expectation that instead of \$100 million in ten years we will be spending considerably more. This year we are not spending \$10 million but we are spending about \$6 million or \$7 million, I think, in the current year. Just as soon as the developments, which, I think, Mr. Baldwin is as aware of as I am, start to manifest themselves, we are going to be called upon very, very heavily. It is a relation between investment and government that does not exist anywhere else in the country. We want to keep it, subject to these developments, as closely as we possibly can, but we have some programs—had Mr. Baldwin been here, he would have obtained a map in which the main roads and the main access are laid out, in our view, at the present time.

I want to make it very clear to the Committee that this could be adjusted because of the conditions of which I spoke. But we are very, very hopeful that considerable developments are going to take place in both places. We must, too, I think, give some attention to discussing the building of our roads there with the provinces adjacent to the south and this we intend to do. In Mr. Baldwin's own province, we have a very splendid Mackenzie highway and I wish more southern Canadians would go and see the north because they can penetrate, with a car today, very deeply into the north. You can drive from here to Yellowknife without any difficulty at all on a splendid highway. I think it is important that we continue discussion with the provinces so that they do not

build up a road in one place and we go and tie it in at another place in the territories. It will be our objective to discuss with the provinces the matching of these roads.

I cannot be any more definite than that, Mr. Baldwin, except to hand you the map which, in our view, at the present time, would appear to be our outlook but which would be subject to the sudden finding of properties such as has been the habit there in recent years. We think this is going to continue. There is a great cry in Canada or, I think a great support in Canada for getting us to build a road down to the ocean. This is going to be very, very difficult indeed, as I think Mr. Baldwin is as aware as I am, of the nature of the terrain. It is muskeg; when you get around the Mackenzie you are dealing with a serpentine river and going north is going to be difficult but we have in mind to go as far as we possibly can. There is a road north of Yellowknife, in the general direction of the Contwoyto Lakes that we have in mind, again a very, very difficult road to build because of muskeg conditions and so on, but very much in the resource field.

We would like to build a road program where we can get a return from the resources in the area.

Mr. BALDWIN: I thank the Minister for that statement. As I understand it, unlike the situation in the southern part of the country, you must base your plans on resources just as much as on people. The people, except those in the southern part of the territories, are not in such areas as warrant the construction of a large highway program.

I would like to go on from that to ask one or two specific questions. Some time ago there was a discussion between the federal government and the United States Government with regard to the Alaska highway program and, I think, there was a committee set up to study either the feasibility of cost program. Is the Minister in a position to indicate the extent to which there has been any progress; is there any likelihood that any advance will be made on this score and if this is an issue which—

Mr. LAING: Mr. Chairman, I and I think a great number of Canadians have been very interested in what we are going to do with the Alaska highway. It was built at an enormous cost during the war. I hear various estimates; some people say \$120 million. At the end of the war it was turned over to Canada by the United States government which had built it. Some 83 miles have been paved; that is north of Mile O at Dawson Creek, a little beyond Charlie Lake. It is good pavement and it was turned over to the province of British Columbia to maintain. The remainder of the highway was operated for a great many years by the army and is now operated by public works. By next year, I think, or the following year, that section in the Yukon will be operated by the territorial government. I think maintenance costs are still of the order against Canada of some \$7 million or \$8 million a year. They were as high as \$10 million or \$12 million at one time.

The highway is not showing a great increase because it is not attracting the number of tourists, that, in my view, it should. Tourists today do not mind mileage but they want some comfort and they want some safety and there is no total safety on that highway and there is damn little comfort. It is just too



lusty in the summer time. There have been a variety of reports. Some six or seven years ago, the Batelle Institute made a report on it and I was impressed with the Batelle Report. I thought that if it were brought to the condition that they envisaged it would entice 750,000 tourists which they envisaged annually. I thought that was a reality.

We have been going along, maintaining the highway and there has been a lot of discussions about the cost to Canadians and that we are not getting the full effect of it. I have been of the opinion that the highway is more beneficial to Americans than it is to Canadians, and in all our discussions, I think, with the Americans, and they have been quite informal, have been along the line that this is more your job than ours. It is the only land connection between two portions of the United States, and certainly I think we can sustain the argument that it is more for their benefit than ours. We have been endeavouring to do that in informal discussions that have taken place.

In the meantime, we have embarked upon two further studies; a study which we gave to the Stanford Research Institute. I want to defend having done that. They are American, of course, with Canadian officers now and Canadian connection. I had thought that if later the matter were discussed with the United States government, there would be some benefit in having Stanford Research having done it, because they have done a great deal of work for the U.S. government and are very authoritative down there. We gave them that job and they have done a very meticulous job; as a matter of fact, Mr. Baldwin, I attend to table that report in the House today, and it is going to be a very interesting report; it will be widely studied by a lot of people. It is a discouraging report; it is economically and basically discouraging.

The second report is being prepared by Public Works and it will be tabled as soon as the French translation can be completed. Out of those two reports I think we can get a very wide interest and a wide study of what the prospects of the highway are.

Mr. BALDWIN: I agree with the Minister in this regard. I know the problems—I have been on the highway—to attract the tourists and persuade the tourists when they return back home to tell their friends that this is a wonderful trip to take. It is pretty optimistic right now. I remember asking General Walsh questions in the Defence Committee, some three years ago, about the highway and he indicated to me, at that time, that he thought it would probably be necessary to even consider relocating the highway if it was going to be the subject of an all-weather paving job. I understand, and I appreciate the problems and also agree with the Minister, in a sense, that this is a situation where the United States would have to expect to bear a very substantial part of the burden.

The Minister was good enough to mention the Mackenzie highway. The provincial government in Alberta has, I think, a program which will lead to paving of that highway up to about the Third Battle River in the next five or six years, which would then leave some 240 or 250 miles from the Third Battle River to the Northwest Territories border. Then there are some 80 miles from the Northwest Territories border to Hay River. But as the Minister knows, the part from the Third Battle River in Alberta to the Northwest Territories border, was



originally built on a 50-50 basis, I think, with the two governments a few years after the war and it was subsequently reconstructed on also the same basis under the roads to resources program. I know that it is difficult to consider undertaking the paving of this highway automatically or right away but has there been any discussion at all with the provincial government with a view to ultimately considering this as a joint project over a period of time, having in mind the necessity of this kind of a road program in order to attract a steady stream of tourists into the north country.

Mr. LAING: Mr. Baldwin, I am informed by my people that no discussion have taken place with Alberta. I agree with you that it is a very important highway not only for tourists but there is now a trucking service out of Edmonton to Yellowknife at 3 cents a pound and an increasing amount of freight is moving over that road. We have, too, as you know, built from Hay River to Pine Point, a road at a cost of over \$1 million which will enable traffic to go in there. I would expect an immense increase of vehicles on that highway and certainly we would be prepared to discuss with Alberta at any time the improvement of the highway.

Mr. BALDWIN: That is a very interesting statement, Mr. Chairman, a very laudable one.

Mr. LAING: You have 82 miles, I think, in the territories. Is that right?

Mr. BALDWIN: About 82 miles from the border to Hay River.

I think you will get a great number of tourists in there but, as I said before, they want steam heated comfort and all that goes with it before they travel. This brings up another suggestion with regard to the tourist problem. When I first went into the north, the first few trips I made were by boat and at that time the river boats were pushing scows in tandem; this was the way the transportation existed in the north for a great number of years. Has the government, in connection with its tourist encouragement program, given any thought to using a combination of river and lake transportation combined with a road. For example, people could come up to Hudson Hope or Peace River or Fort Vermillion or Smith and load their cars on the scow; the passengers board the boat, and take the trip to Hay River, to Yellowknife and then drive back. This is the sort of thing, I think, that is going to attract a number of people from the south. I ask the Minister whether any thought has been given to this program because it is something, I think, that is going to persuade a number of people to go into the north, and it is particularly related to the very interesting experiments which were taking place, with the use of the hovercraft in the far north, earlier this spring.

Mr. LAING: I am told, Mr. Baldwin, that there is a very noticeable increase in tourism. We are told that the north has increased at the rate of about 2 per cent per year during the last couple of years. Last year there was some 6,000 tourists who went into the Northwest Territories alone and they spent close to \$1.5 million. It is a short season, as you know. Arctic Shipping has intended to build such a ship to take tourists down the Mackenzie. Again, I think, the first ship goes about June 9 and they wind up on October 21. It is a relatively short season and it might work. I hope that somebody does it, but I agree that we should be paying more attention to tourism than we are. Because

the only north on this continent is owned by us, and with that population down here, I have contended that if we would provide the opportunity for an American in New York, who is sweltering in July or August to take a jet and go and a half hours later get out on an ice floe with an Eskimo, he would buy it. I am quite certain of this. I think that exotic holidays are of the order of the day, and many of these people who have been all over the world would like to go that they had been in the Arctic. I am quite certain that it is a development that can be made. I would hesitate to think that governments should do it. I think there is an opportunity for aeroplane companies and, indeed, some of them are looking at it at the present time.

(10.30 a.m.)

I think that on the east side that Nordair have given a good service by plane, mainly fishing trips and this sort of thing. There are a tremendous number of fishing trips on the west side, too, as Mr. Baldwin knows; a number of companies have six or seven planes that take fishing groups in. I am quite certain that this can be developed and I hope that some private concern does it.

Mr. BALDWIN: Could I ask one more question, Mr. Chairman, before I have exhausted the patience of the Committee? With respect to the Wood Buffalo park situation and the highway construction in there, as the minister knows some time ago there was a discussion in conjunction with the roads to resources program of building in the province of Alberta from High Level to the west boundary of the park and then the government of Canada was contemplating it, in fact, had progressed to some extent with the road from Fort Smith south to Peace Point and then west to join up with the provincial-federal highway project at the west boundary of the park. At the moment the access is going to be provided to the people of Fort Smith by the highway from Enterprise to Pine Point and thence on to Smith. Has the other project been abandoned? As a follow up to that question, has it been abandoned because it is contemplated that possibly the provincial government may be taking over at least some part of that park, particularly that area where there are gypsum and timber and what is the future of that particular project and what is contemplated by the government?

Mr. LAING: There have been some discussions with the province of Alberta with respect to the highway. However, there is a 74 mile section in Alberta that the province has not proceeded with and I think that they related it to the return of part of the park to the province. We had discussions with the province on that basis and we thought we would have a very difficult time explaining to the people of Canada the return of that without an exchange in southern Alberta. The province of Alberta, to date, has not been disposed to consider the location of any parkland in southern Alberta in exchange for that. Oddly enough, we are getting a great number of pieces of advice from all parts of Canada: "Do not give away any part of that park at all". I have told the House, I think, previously that in my view it will not be a very popular park because I have explained that, I think, the time between unbearable insects and frost is short. I do not know what other people think about it who are more familiar with the park than I, but we will be discussing it again with them, in the next text I think of the park itself. They indicated at that time that they would

put the road through if some disposition were made on the park. I think it was part of the arrangement; anyway it came up in the discussion. There is a winter road there, as you know, because there is timber being taken out there which is being cut over at High Level. There is a very good mill there. This is one of the parks where we must frankly admit we are harvesting resources now out of the park.

Mr. BALDWIN: That is under the old contract made some years ago in which the Denis brothers were originally involved.

This is the point I have in mind. There is a thin area following the Peace River around Big Island and up to Peace Point where you have these very tremendous gypsum deposits which may or may not have a commercial potential and you have this large area of mature and over matured timber which, according to the information I have, and from some inspections I have made, if not utilized within the next few years will lose its commercial value and it is in that aspect that I was interested to know what are the government's intentions.

Mr. LAING: We are given to believe that the gypsum has a very, very interesting economic value. There have been a great number of inquiries about it. Apparently it is the purest gypsum found anywhere in Canada and in addition to that, it is found in fantastic quantities; somebody told me 8 billion tons. Is that correct? Eight or ten billion tons; it is very thick and very pure and there is a very great interest in it.

Mr. KEAYS: I have been taking a very interesting trip to the north, and I hope, someday, to take the Committee on another very interesting trip. In Mr. Carter's statement on housing provided for the Eskimos, I think he stated that the amounts of money to be paid monthly by the Eskimos was based on their ability to pay. What criteria do you use for that basis?

Mr. CARTER: Mr. Chairman, I said that under the new program this would be the way in which it would be handled; that is, under this new rental housing program. Under the old programs which I described, under the welfare program, the welfare housing, no money was paid by the Eskimo families. Under the houses for sale, of course, the Eskimos in the cases where they could afford to pay paid whatever the amortization charge was on the house but many of them could not pay it; the majority could not.

Mr. KEAYS: But under the new policy you must have some criteria set up on which to base yourself.

Mr. CARTER: This is correct, Mr. Chairman. There is a criteria which is being developed in the final processes of being developed which, we trust, will be a realistic criteria when applied to the housing in the north and to the incomes of the Eskimos. These criteria would roughly speaking, divide incomes into about three groups. It has to be relatively simple to administer. The Eskimos who, for instance, are in steady employment—for example, at Frobisher Bay there are 170 Eskimos on full time employment with an average income of between \$4,500 and \$5,000. Now, people at that sort of level would probably come close to paying the rent for the house. On the other hand, Eskimos who are on relief, who have



ready work of any kind, would pay only a token amount and there would be a category in between.

Mr. KEAYS: But there is a basic amount which they need on which to live?

Mr. CARTER: This is quite right, Mr, Chairman; the arrangements will be made in such a way that the amounts they are paying will not deprive them of the necessities of life.

Mr. LAING: I would think that the Department could tell Mr. Keays that in these areas it is relatively easy to determine the income of these families. Their marketing of furs and sealskins and so on is through one or two agencies only and it is quite within the ability of our administrators to determine what the income of these people is. In some places it is very low.

Mr. ORANGE: Mr. Chairman, I get a little concerned occasionally when I pick up some of our Canadian newspapers such as the *Star Weekly* and read articles written by people in the north considered to be equipped to do it. A person who has never seen the north and has probably never had an opportunity to study it makes a quick trip into the country for one or two weeks, and comes up with a suggested evaluation of what all the problems are in Northern Canada, and the limitations of what respective governments have done with regard to the development of Eskimo and Indian peoples. I think it is unfortunate that the Department is in the position of having to accept this kind of propaganda which is perpetrated on the Canadian people, and this is a reflection on individuals as well as on the Department; the fellow who sits in Spence Bay as the area administrator trying to do a job with respect to money and the resources that are available to him. The point that bothers me about all this really is that fact that the Department is in a position much like the politician, trying to take all the abuse and not being able to react to it.

This particular article in the *Star Weekly* is probably one of the most distasteful and one that bothers me very much because, as I said, it casts a reflection on the department as well as on the field staff who are working in the north under very difficult circumstances and are trying to do the best job they can. I am just wondering if the Minister could tell us here if the department has any plans of reacting to this kind of yellow journalism that appears from time to time in our Canadian press.

Mr. LAING: I do not know how to handle these things. I am going to say at the start that if criticism is good for us, our future should be brilliant, because I have never seen a department subjected to as much criticism as this one.

You are dealing here with people who compared with those who live in Northern Canada, are very, very far back. We have been trying to bring them up to the best of our ability and comprehension as to how they should be going along. There are old Eskimo hands arising every now and again who say that the whole thing is a mistake; that we should stay away from them, that they should not have anything to do with them; let them live their own lives; you are trying to bring them into the economy about which they know nothing and they are making a very great mistake. These critics have included people who



have had a great deal of experience in the north; they include some of the church people who think that we have made a great mistake. The church had a long time experience up there.

The facts of the matter are that here is an area into which we went to defend to establish our sovereignty there, in which we have gone in to explore and the exploration is just starting so the white man is going anyway. It is going to be absolutely impossible to stay away from Eskimos, that this idea that you are not going to have any contact with them and let them alone is not going to work anyway. We have to do the best we can under the circumstances.

Criticism is good for us all. I do not object to all of the statements made in that article because, first of all, our challenge goes back to the matter that was raised, I think, by Mr. Lind: how do you get people to go in there? It is a challenge of Canada's frontier.

It is very difficult to get young people to go in there. I am going to say once, that a young man in Canada who is in good health in his twenties and has any brains at all, he can go up in the north and make himself independent in ten years. But to persuade them to do that is very difficult today. It is a brutal climate; it is a long winter; it is cold and it is dark and it is lonely. People do not want to go in there; it is difficult to get that spirit of the pioneer and the frontier in this age.

This is a comparison between the easy, soft life in Toronto or Ottawa and what we have up north, or Vancouver, if you want to, where it may be as hard as any. That is all the man is writing. This is easy to write. It is very difficult and it is hurtful to the poor chap who, as you said, is doing his best up there with everything he has to endeavour to live with these people and encourage them to make the progress that we think they should, and we may be partly wrong, you know, in thinking that they should have this progress; probably some of them do not want it and, in part, those who say you should not push the people; leave them with their old habits and customs and leave them alone may be right. Well we cannot leave them alone, because we are going to have universal exploration throughout that country. It is right on our heels now and the white man is going to make contact with the Eskimo and the Indian at every place, so we have to do the best that we can.

I do not know what the answer is; you could come out with piece by piece denials of this. I do not think we should spend our time doing that.

Mr. ORANGE: I should add, Mr. Chairman, so that this will not be misinterpreted, that this kind of criticism has been going on almost as long as I have been associated with the north, which is now going on 12 years, so that it is confined to this administration.

With regard to this question of staffing, I would like to ask some questions on specific items. As we know, Mr. Thorsteinsson, the former chief of the education division, resigned and I am just wondering if this position has been filled yet. He has, I gather, been gone for approximately two or three months.

Mr. CÔTÉ: Mr. Chairman, the position has not been filled yet. There has been a competition held and I hope it will be filled soon.

Mr. ORANGE: There are other senior positions which I will not go into now both in the field and in Ottawa, and which it seems to me are either new, such as the district engineer in Smith which has been vacant since last September—

Mr. CÔTÉ: That has been a very hard one to fill.

Mr. ORANGE: What are the problems? Is it not enough pay?

Mr. CÔTÉ: I think so.

Mr. ORANGE: What does the commission say to that?

Mr. CÔTÉ: I think that the commission feels that the rate of pay as presently set is probably the right one. We do not agree with that. We think it should be a higher rate of pay to attract the right person in there because the responsibilities are multifarious. He has everything from almost domestic engineering to municipal engineering to territorial and federal engineering, he has a very wide span of responsibilities though over probably a smaller amount of total money than occurs in certain other areas. But I think the complexity of the job requires a better range of salary and we are still discussing this subject with the commission.

Mr. ORANGE: Is there any way of encouraging the commission to see the true light of day?

Mr. CÔTÉ: Questions asked, like this, may not hurt, but I think that the members will want to appreciate that the commission also has a difficult job in assessing the scale of pay throughout Canada, and there must be uniformity. You cannot eventually have, for example, one department with a far higher rate of pay than the remainder of the government service. This is their problem and I appreciate it. On the other hand, the specific problem which we have in his particular case, is one which will be reconsidered and I hope, favourably, by the commission.

Mr. GUNDLOCK: May I ask, Mr. Chairman, what is that rate of pay?

Mr. CÔTÉ: It is advertised at \$11,500 minimum, at the moment, something of that order.

Mr. GUNDLOCK: Plus the allowances you spoke of earlier?

Mr. CÔTÉ: This is the chief engineer for the Mackenzie District.

Mr. BALDWIN: Mr. Chairman, might I, apropos of what Mr. Orange has said, suggest to the Minister and the Deputy Minister that it might be an inducement to persuade people to come up there if we were able to tell them that there was no television; if they are interested in the original creative thinking that there are no daily newspapers, only Ted Horton's *News of the North*. That might be an inducement to go up there.

Mr. ORANGE: I hope that condition does not last too long.

The CHAIRMAN: Gentlemen, I have a question. It is not usual for the chairman to ask a question but with your permission I would like to ask the Minister one question.

Has the government given any thought to the idea of encouraging immigrants to settle in the north by giving them some sort of assistance over a period of, say, three, four or five years, provided they agree to remain there?

Mr. LAING: Our first problem, of course, is to get the people who live there into jobs and I do not like to imply that an outsider coming in is going to deny a job to the man on the spot. The resources there are not on top of the ground. I am more than delighted that the Committee has decided to have a look at that country. You are going to be surprised when you see it. I think it is very important that some members of the House have some concept of what is up there. There is very little on top of the ground; we think there is a great deal underneath. There is enough evidence already to show that in spots there is and, I think, it is pretty general up there.

Immigrants; United Keno Hill Mines which you may see, I think you probably will see, is Canada's second largest silver producer if it is not the largest. They have 600 or 700 employees, and I would think that 95 per cent of them could not become Canadian citizens tomorrow morning. They are practically all immigrant people who came in and have gone up there to make a stake. Wages are good; they will take the loneliness for a while; there is a history of men who have been in there three different times—come out again and gone back; they come out for three months and go back again. Yes, Mr. Chairman, we have been thinking about this; you try to think about everything that you can possibly imagine.

I had an approach once about two and a half years ago from an ambassador who said he would like to put some of his people in there. I do not know whether they would go and I do not think he knew whether they would go or not, but the idea is to encourage people in there. We thought of Danish people with Greenland experience. It would not be possible to put people in there whose income in their own lands is higher on the average than we could give them in there. That would not work.

Our first task, we think, is to educate the people who are resident there; in other words, the Indians and Eskimos, to participate in the work and the development that are going on there. This is coming along very well. The Eskimo is a magnificent, sensitive little person; loves machinery and the power of machinery. We are finding that they are excellent operators of machinery and, indeed, they are good miners. Mr. Orange will recall that I spoke to an Eskimo in Yellowknife about four or five weeks ago. I said, "Do you work for a certain company" and he said: "No; I worked there a little while but they do not pay enough for footage". They catch on pretty fast. You get basic pay up there and then you get an effort pay for footage and he found another company that was paying more for footage so he is over there working for them now. I asked him what his pay per day was and he did not want to tell me. I said, "Is it \$20 a day?" and he said: "More than that". I said, "\$22.50?" He said "More than that" so he finally wound up in the area of \$27.50 per day. This chap, of course, is improving himself and his family. He has a house, has music and everything now in the house. This is the beginning of what we want. We want to interest as many of them as possible and then transfer them and the Indians as well into this type of work.



The CHAIRMAN: Thank you, Mr. Laing.

We have only about three minutes left. As you are aware, there is another committee meeting here shortly, at 11 o'clock, the committee on Industry, Research and Energy Development estimates. There is time for one more question.

Mr. ORANGE: Mr. Chairman, I am not really expecting an answer necessarily at this stage but in view of the Committee's proposed trip through northern Canada, I think somewhere along the line it would be well if the Committee had an opportunity to see the relationship between the territorial and federal governments, determining which responsibilities are territorial in nature and which are federal in nature, because the person who comes into the north for the first time, is possibly overwhelmed by the federal activities in the Department of Northern Affairs where there are a lot of responsibilities in a lot of areas which are territorial in nature. There is a tendency to confuse both of these areas on the part of an individual visiting the country for the first time. I think it would be to our advantage, as a Committee, if we had this opportunity of knowing the various relationships which exist between those things which are territorial in nature and those things which are federal in nature.

Mr. LAING: I hope that some pretty complete book will be prepared by the Department for the members of the Committee.

Mr. CÔTÉ: There will be a briefing, Mr. Chairman.

Mr. ORANGE: That will be fine.

Mr. KEAYS: Mr. Chairman, could I ask you if Votes 20 and 1 are completed?

The CHAIRMAN: Vote 20 has carried but I will allow a question.

Mr. KEAYS: I am happy to have been invited to be on this Committee because I have a very serious problem, and I see the Minister smiling. He knows that is coming up. I am speaking now for 200,000 people who are very disturbed about the distortion of our history of Canada. I would not want to go any further at this moment but I ask you if the Committee would consider calling the Historic Sites Commission before this Committee and we be allowed to call a few witnesses.

The CHAIRMAN: The calling of witnesses at this stage would have to be considered by the subcommittee.

Mr. KEAYS: I am just bringing it up now. I do not expect an answer at the moment.

The CHAIRMAN: But we will have opportunities in the future.

Mr. KEAYS: I just want you to bear in mind that it is very serious.

The CHAIRMAN: You will have an opportunity to speak on that subject.

Shall Item 45 carry? We have two more items to pass.

Item agreed to.

The CHAIRMAN: Gentlemen, I want to thank you; I want to thank the Minister for being here with us this morning as well as his officials. The next meeting will be in this room, next Thursday morning at 9.30 when we will hear two witnesses on the subject of wildlife.

This meeting stands adjourned until next Thursday at 9.30 a.m.





HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 14

THURSDAY, JUNE 23, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

WITNESSES:

Mr. R. C. Passmore, Executive Director, Canadian Wildlife Federation Inc.; Dr. D. H. Pimlott, Co-Chairman, Parks Committee, Canadian Audubon Society; Dr. W. K. Lamb, member, Historic Sites and Monuments Board; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister; Dr. D. Munro, Director, Canadian Wildlife Service Branch.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack,	Mr. Howard,	Mr. Mather,
Mr. Basford,	Mr. Hymmen,	Mr. McKinley,
Mr. Duquet,	Mr. Keays,	Mr. McWilliam,
Mr. Gundlock,	*Mr. Kindt,	Mr. Neveu,
Mr. Habel,	Mr. Laprise,	Mr. Roxburgh,
Mr. Haidasz,	Mr. LeBlanc ( <i>Rimouski</i> ),	Mr. Simpson,
Mr. Horner ( <i>Jasper-</i>	Mr. Legault,	Mr. Southam—(24).
<i>Edson</i> ),	Mr. Lind,	

\*Replaced Mr. Nielsen on June 21, 1966.

Michael A. Measures,  
*Clerk of the Committee.*

CORRIGENDUM

Evidence of May 10, 1966, *Issue No. 4.*

Page 104, line 5, "Mr. Côté" should read "Mr. Laing".

ORDER OF REFERENCE

TUESDAY, June 21, 1966.

*Ordered.*—That the name of Mr. Kindt be substituted for that of Mr. Nielsen in the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND  
*The Clerk of the House*





## MINUTES OF PROCEEDINGS

THURSDAY, June 23, 1966.  
(15)

The Standing Committee on Northern Affairs and National Resources met this day at 9.50 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Basford, Duquet, Gundlock, Habel, Jaidasz, Howard, Hymmen, Keays, LeBlanc (*Rimouski*), Legault, McKinley, McWilliam, Neveu, Orange, Southam (16).

*Also present:* Mr. Ryan, M.P.

*In attendance:* Mr. R. C. Passmore, Executive Director, Canadian Wildlife Federation Inc.; Dr. D. H. Pimlott, Co-Chairman, Parks Committee, and Mr. P. A. Hardy, Managing Director, both Canadian Audubon Society; Dr. W. K. Lamb, Member, Historic Sites and Monuments Board; *and from the Department of Northern Affairs and National Resources:* Mr. E. A. Côté, Deputy Minister; Dr. J. Munro, Director, Canadian Wildlife Service Branch; Mr. P. H. Schonenbach, Assistant Chief, Historic Sites Division.

In relation to item 15 of the main estimates of the Department of Northern Affairs and National Resources, the Chairman introduced two invited witnesses on the matter of national parks: Mr. R. C. Passmore and Dr. D. H. Pimlott; and also Mr. P. A. Hardy.

Printed presentations having been received by the members for consideration prior to the meeting, Mr. Passmore and Dr. Pimlott each gave a brief summary statement.

Mr. Passmore, and Dr. Pimlott assisted by Mr. Hardy, were questioned.

On requests from time to time during the questioning, Mr. Côté and Dr. Munro gave related information.

There being a quorum at 10.28 a.m., it was agreed that the foregoing proceedings be incorporated in the Committee's records.

The questioning continued.

Dr. Lamb and Mr. Côté, assisted by Mr. Schonenbach, were questioned on the matter of historic sites and monuments.

The questioning having concluded, the Chairman, on behalf of the Committee, thanked the witnesses for their attendance.

Item 15 was carried.

At 11.32 a.m., the Committee adjourned to Tuesday, June 28, 1966, at 9.30 a.m.

Michael A. Measures,  
Clerk of the Committee.



## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, June 23, 1966.

(9.30 a.m.)

The CHAIRMAN: Gentlemen, I wonder whether we could proceed with the meeting inasmuch as we have witnesses who have travelled long distances to come to our meeting. Other members will arrive in a few minutes. If there is no objection we will resume consideration of item 15 of the main estimates of the Department of Northern Affairs and National Resources.

We have invited witnesses with us today on the matter of national parks. They represent two organizations, as follows: Mr. R. C. Passmore, Executive Director, Canadian Wildlife Federation, Incorporated, who is sitting on my immediate right; Dr. Douglas Pimlott, Co-Chairman of the Canadian Audubon Society's Parks Committee, is sitting next to Mr. Passmore; Mr. Patrick A. Hardy, Managing Director, Canadian Audubon Society, who is sitting here at the head table.

On your behalf I wish to extend to them a hearty welcome.

Members of the Committee have had an opportunity to study the brief presented by each organization, and now a representative of each organization will give a short, summary statement after which we will proceed to questions. I would ask the members to hold their questions until after the second statement.

First, I shall call on Mr. Passmore of the Canadian Wildlife Federation, to make a brief statement.

MR. R. C. PASSMORE (*Executive Director, Canadian Wildlife Federation, Inc.*): Mr. Chairman and gentlemen, I would like, first of all, to express the gratitude of the Canadian Wildlife Federation, to you, Mr. Chairman, and to all the members of this Committee, for giving us this opportunity to appear before you today. The Canadian Wildlife Federation has a very great interest in Canada's national parks, interest which we have expressed to the government on previous occasions and we are, therefore, delighted to accept this privilege of making this more complete presentation of our views. We do hope that each of you has taken time to study our brief which has now been in your hands for some days. Although I will be spending the next few minutes reviewing the more important considerations raised in that brief, there will not be time to cover more than a small proportion of the matters which we wish to draw to your attention.

Canada once stood very high amongst the nations of the world in the matter of setting aside for posterity some of the most scenic portions of its wilderness heritage. A number of our large national parks and some provincial parks were set aside before the end of the last century. By the time the



Dominion Parks Act was passed in 1911, Canada's national parks or dominion parks, at that time, encompassed some 8,000 square miles of scenic area in relatively natural state. But whatever farsighted reasoning and altruistic motives had led Canadians to set aside these magnificent areas, early use was unfortunately, based on development as tourist resorts. Thus began the practice of investment of private funds in these public lands as a means of attracting tourist dollars to Canada. Thus began, also, the long term alienation of parcels of land for private summer resorts, private residences and commercial enterprises. These proprietary interests, developed during the long period in which Canada's national parks were administered without benefit of clearly stated objectives and policies, have led to proliferation of a large number and variety of developments and activities which are completely inappropriate within national parks.

Visitors might well wonder whether they have entered national playgrounds or national tourist resorts rather than national parks. It is now more than one and a half years since the administration of Canada's national parks was given firm objectives, policies and direction as set out in the publication of national parks policy and as summarized in the House of Commons by the Hon. Arthur Laing, Minister of Northern Affairs and National Resources, on September 18, 1964. The Canadian Wildlife Federation has welcomed this forthright statement of policy and has commended Mr. Laing for the courageous leadership he has displayed in announcing and in adhering to that policy. We have noted that his statement was supported by all parties in the House and that it has received favourable comment in the press and from large segments of the public.

National parks policy does warrant this general and enthusiastic acceptance. It is based on principles and objectives which have received world wide acceptance in recent decades and which makes full use of the existing large body of experienced and professional skills encompassing all aspects of park administration. Despite the very acceptable principle on which national parks policy is based, we do find, unfortunately, that the policy it announces makes many compromises with the past and with the inappropriate developments which have sprung up and expanded to the great detriment of the national parks system. The announced policy, supplemented by subsequent statements dealing with skiing facilities and termination of leases, fails to deal adequately with many of these existing problems. In addition to the commendable steps already outlined in national parks policy, we believe it is necessary to make a number of rather major changes relating to national parks in order to bring these areas up to the standard which will best serve the interest of the whole nation.

The Canadian Wildlife Federation recommends, as a first step, that the boundaries of these national parks be given thorough reappraisal on the basis of such considerations as locations of boundaries of the larger parks required to encompass complete self-sustaining ecological units, including the year-round ranges of large ungulates and their natural predators; the extent to which park boundaries leave available areas suitable for tourist resort development and associated forms of recreation, particularly skiing; the desirability of establishing boundaries which would place Banff, Jasper and other townsites on the

periphery of their respective parks where they could provide commercial services and types of recreation complementary to the operation of adjacent parks and the degree of disruption of park operation created by major transportation arteries bisecting park areas. We would prefer to accept reduction in the size of some parks if that were the resulting decision rather than townsites, tourist resorts and a variety of other proprietary interests which have repeatedly demonstrated their ability to generate irresistible pressures for self-perpetuation and expansion.

We recommend that all leases remaining within revised boundaries be terminated as rapidly as possible under fair and reasonable terms to present leaseholders and that thereafter all buildings and facilities required within parks be under public ownership but be operated, where advisable, on a concession basis.

We recommend that the status and purposes of these national parks be subject to complete review. Some areas presently classed as national parks might better serve the interests of the national parks system if re-classified as national wildlife sanctuaries, national nature preserves or, in some cases, as provincial areas.

The Canadian Wildlife Federation is very concerned over the fact that many major geographical, climatological and ecological areas of Canada are not now represented in the national parks system. Areas still available for inclusion within the parks system are disappearing rapidly under the impact of our expanding economy.

We recommend that the present policy of accepting lands for national parks only when they are offered, free of encumbrances by the provinces, be terminated and that the authority represented in section 6 (3) of the National Parks Act, be used to acquire lands for establishing new parks at a greatly accelerated rate.

We recommend that new legislation be drafted to cover all aspects of acquiring, developing and administering national parks and that this legislation include clearly worded statements of objectives and policy based on internationally accepted standards. While we believe that development and administration of outdoor recreation areas, as distinct from parks and natural areas, should remain with the provincial and municipal jurisdictions which are already active in that field, the Canadian Wildlife Federation does recommend that the federal government undertake to co-ordinate a nation-wide study of recreational needs present and future and that it provide assistance to those areas unable to establish satisfactory standards of recreational opportunity.

As you will already have gathered from your study of this whole brief submitted to you, the Canadian Wildlife Federation believes that national parks should be very special areas of land to be preserved for all time from the kinds of development and exploitation which are elsewhere transforming the whole of the landscape. While their main purpose is to provide recreation through enjoyment of aesthetic, cultural and educational experiences, they cannot possibly offer all of the types of outdoor activities included in the catchall term recreation. Decades of administration without benefit of any clear definition

of policy have left Canada's national parks in a state which falls far short of the standards desired by our large membership.

In spite of the very commendable improvements introduced by the Hon. Arthur Laing's clearly worded statement of policy and objectives, we believe that further steps, quite major ones, are necessary to bring Canada's system of national parks to a state of maturity in keeping with our national image and which best serves the interests of the very great majority of Canadians. We do hope that you will give your very serious consideration to our comments and recommendations in reaching your own conclusions regarding the future of national parks.

The CHAIRMAN: Thank you, Mr. Passmore. Now we shall hear from Dr. Pimlott.

Mr. H. D. PIMLOTT (*Co-Chairman, Parks Committee, Canadian Audubon Society*): Thank you, Mr. Chairman, and members of the Committee. First of all, I wish to express the regret of the Canadian Audubon Society that the Chairman of our society was not able to attend this morning. He had a prior commitment and he hoped that he would be able to complete it but evidently he was not able to do so. We had hoped that he would meet us here this morning but he has not arrived.

● (10.00 a.m.)

On behalf of the members and directors of the Canadian Audubon Society, I wish to express our appreciation of your invitation to appear before this Committee. We are becoming increasingly aware of the desirability of meetings such as this where opinions can be freely exchanged. I believe all the Committee members have had an opportunity to read our statement on the government's national parks policy. Although it is a fairly bulky brief, much of it consists of excerpts from the national parks policy and we have kept our comments as brief as we could. I will not attempt to condense them any further in these opening remarks nor do we wish to repeat needlessly what has already been heard by this committee as reported in the minutes. There are one or two policy matters that should perhaps be stressed. We believe that the national parks controversy really can be boiled down to one simple question. Does it matter whether Canada has a dynamic system of parks in which areas of significant natural interest are preserved as a national heritage for all time? We believe that the answer to this must be yes, just as positive a yes as to the question, does it matter whether Canada has art galleries, museums and theatres? All kinds of parks have one thing in common. They contrast with their surroundings either present or potential. The grass plot of the city park contrasts with the surrounding pavement. The open spaces of the regional park contrast with the surrounding suburban housing developments. The wildness of the larger, more remote parks contrast with the surrounding cottages, resorts lumbering, mining and hydro developments. When this contrast is lost, so is the park. The national parks represent our last chance to preserve significant examples of the beauty and interest of natural forms of land and life. We do not suggest, as many of our critics imply, that an electrified fence should be built around these national parks to keep out all but a favoured few naturalists and



biologists. Parks are for people, people who value a refreshing and strengthening taste of primitive living in a reasonably acceptable area of hospitable climate and topography. The quality of this wilderness experience is inversely proportional to the degree of artificial intrusion. The national parks, therefore, cannot be considered as national playgrounds in the full sense of the word. They are very special areas for specific activities. For example, this basic principle would be violated if the winter olympics were to take place in a national park. The Canadian Audubon Society, and I think all the other conservationists who registered protests against holding the 1972 winter olympics in Banff are not rejoicing in the decision of the International Olympics Committee to award the games to Sapporo, Japan.

First we still do not know what effect the voice of the conservationists had on the decision, and, second, we are disappointed that Canada has not yet been chosen for the site of the olympic games. On the other hand we could not stand by and condone the sacrifice of natural values that an event of the magnitude of the olympic games would entail in a national park. I might add, too, that we are concerned about national thinking. Canada has long had influence in emerging nations, on their thought with respect to national parks and many people now come to Canada to study our system; it is important. Canada has a tremendous impact on world thinking. If we degrade our system, we automatically degrade the systems of national parks as they exist in other parts of the world. I think the Hon. Walter Dinsdale expressed this view very well in 1962 when he was minister of northern affairs. He said, "The national parks were established and remain primarily as conservation areas and sanctuaries. Their use for recreation is, accordingly, qualified by this underlying requirement. Under the Act it is not possible and it would not in any case be appropriate to offer elaborate artificial facilities for highly organized and sophisticated forms of recreation. The parks provide relief from the tensions of our cities and the man-made ravages of so much of our countryside. They offer, in short, recreation in the sense of re-creation."

I might say that these were some of the welcoming remarks he made to the organizing meeting for a federal-provincial parks conference. Whether or not the Olympics would constitute highly organized and sophisticated forms of recreation is, perhaps, a matter of opinion but lest we be considered cranky alarmists, I would like to quote from an item that appeared in the *Calgary Herald* a few days before the meeting of the International Olympic Committee in Rome last April. A front page story was headed "Banff—Jet Set Playground" based on interviews with key men in the Olympic 1972 Committee, this story cast long and ominous shadows on the future of Banff National Park. The report said, in part:

"Fred Davis, Olympics 1972 President, believes the Banff area has almost all the ingredients needed to become a winter playground with international prestige. To be ready for the international skiers, it is agreed that Banff will have to offer more than darkness as a post-skiing recreation. This will entail a change of attitudes on national parks".

Mr. Davis added that the natural qualities of Banff would be factors in establishing it as an exclusively posh resort among the skiing fraternity. He said



that as the resort develops the clientele from Calgary will become a smaller and smaller fraction of the whole. The report continues:

"To become an international winter sport resort, development must be designed to satisfy the international skier, not just the weekend skier. The weekend skier is happy to spend his two days on the hill, whereas the international skier would be spending one to two weeks at a resort and seek variety in his holiday".

I have mentioned this unfortunate affair only as an example of the kind of thinking that has, in the past, devalued so much of our national parks system and will continue to do so in the future. The national parks cover only eight tenths of one per cent of Canada's land area. Half of this is in Wood Buffalo Park which qualifies more as a nature reserve than as a national park.

The number of park visitors is increasing astronomically. You have heard the figures so I will not repeat them. Converting national parks into resort areas will worsen the overcrowding that exists now and will increase. Let other parts of the Canadian landscape be developed as resort areas. In their place, these are highly desirable. Bowling alleys are highly desirable too, but it would be unthinkable to construct a couple of lanes in the Tom Thomson hall of the National Art Gallery even though the gallery might be considered a form of recreation area and millions of Canadians love bowling. National parks are for people but people should not be attracted to them to take part in activities that are not directly related to the natural elements of the park. This promise is basic to the Canadian Audubon statement on the government's national parks policy. Thank you.

The CHAIRMAN: Thank you Dr. Pimlott. Gentlemen, we have had two very fine statements by these two gentlemen. And now the floor is yours for questions. Does anyone wish to ask Mr. Passmore or Dr. Pimlott any questions with regard to their statements on wildlife.

Mr. KEAYS: Mr. Chairman, I have a question on wildlife that does not relate to parks and I am thinking of our snow goose. Someone may continue this later, I am thinking of our snow goose which we have. Would one of the members tell us the flight of the snow goose, where he goes, how long he stays, when he comes back to Canada before he migrates to the United States?

Mr. PASSMORE: Yes, I would be happy to say a few words on the snow goose. First of all, we have the snow goose, the white form and the bluegoose which is actually the same species. In fact, we get blues and snows developing from the same clutch of eggs so that we lump them all under the term of Waveys. They mate and breed in the far north—the farthest south colony, I believe, is on Cape Henrietta Maria at the junction of James Bay and Hudson Bay and they breed across the north. Strangely enough, the more western populations have a greater proportion of the white phase than do the eastern ones where more of the blue phase occurs. They are very interesting birds because they make part of their southward migration rather early in the fall and, for instance, pile up in great numbers on the south shore of James Bay. Then, as though at a given signal, somewhere around about mid-October, usually about October 20, from that area, they leave and frequently fly non-stop from James

Bay to the Gulf of Mexico on the Louisiana Coast. They do, sometimes, run into adverse weather or they may have young of the year which were hatched late and cannot make the full journey which takes them some 24 to 30 hours and they do sometimes stop off. They are seen, for instance, on Manitoulin Island, in the Dakotas and many places on the prairies. While some geese stop off, in most years, quite a number go straight through non-stop migration in many years.

Mr. KEAYS: There is quite a migration of these birds coming in to the St. Lawrence river, mostly about fifty miles below Quebec city on Crane and Goose Island which are out on the St. Lawrence river. On the way north, in the spring of the year—I speak a little from experience of this because we happen to have a club down the St. Lawrence, in the river. It is not for any personal reasons that I am asking this because this is a conservation of the goose. We find in the spring of the year at times there is not enough food for these birds and they are migrating north and they may come in at the time of the year when there is still a lot of snow on the shores, where they find their food, and also on the lakes which are still frozen over. I am wondering whether there is not some way by which we could protect or feed them on their way north.

Mr. PASSMORE: The particular population of geese you are speaking of, I would judge would be the greater snow goose which is very much smaller in numbers to the population than the lesser snow goose which breeds across the whole of northern Canada. It is a population which is shot in Canada but I do not believe there is any open season allowed in the United States. The greater snow goose, like most other waterfowl, passes northward very early. The urge to get back to nesting seems to be very strong and most water fowl actually arrive back or start their migration back, really well before the area is suitable to receive them. I think this problem occurs in almost every species of waterfowl, that they do run into some bad weather because of late winter and early spring storms. I cannot suggest a solution to the problem.

Mr. KEAYS: I ask the Deputy Minister whether he has heard of this problem before.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, this is an area of speciality which is not mine. I have here the Director of the Canadian Wildlife Service, Dr. Munro and Mr. Tener. I am sure that Dr. Munro has been keeping a very close watch on these matters and will be delighted to speak to the subject.

Mr. D. MUNRO (*Director, Canadian Wildlife Service Branch, Department of Northern Affairs and National Resources*): Mr. Chairman, there have been a number of studies carried on, on the situation of the greater snow goose on their wintering range in the area of the St. Lawrence downstream from Quebec. These have been centred around a determination of the capacity of that range to feed the birds which spend about two months there in the fall and about another two months in the spring. As the gentleman who asked the question probably knows, the history of this population is that about 20 or 25 years ago it was substantially smaller than it is now, and I think at one time they were as few as 5,000 or 10,000 birds. Because of protection in the United States and a fairly limited kill in Canada, over a period of time up to the present they have increased until their number is somewhere in the vicinity of 70,000 or 80,000

birds. The studies which were carried out over a four or five year period in the late 1950's indicated that the amount of range that there was available there, the bulrush flats was such that it was unlikely that the population could expand any further. They are at the limit that is set by the extent of food that is available there. They feed almost exclusively on the roots of the bulrush and because of the nature of seasonal growth, when they come back in the spring they have to pick up what is left after their activities in the fall.

There has been no attempt made to feed them artificially, and it is doubtful whether they would be induced to take any sort of artificial food at that time of the year. Our conclusion is that the population will probably remain—can only remain—at about the level that it is now, and unless the marshlands that exist there now are maintained, if any of them are lost through reclamation, the population, in order to conform with the habitat that is available, will probably have to decline.

Mr. KEAYS: I hope that the experience of last fall is not the story of the future because there really were few of them last fall although the preceding three or four years the quantities were extremely large. I certainly note that in the fall of the year they not only get at the roots of the bulrushes, but they certainly get into the oats fields which, incidentally, have been sown at the proper season and not for the goose attraction. Is it possible that during the season at which they are up north, the weather would have some effect on the reproduction?

Mr. MUNRO: Mr. Chairman, this is true. While I spoke of a gradual increase in the population of this particular group of snow geese over the years, there are fluctuations between years which are caused primarily by early summer weather. If there is a late spring and it takes a long time after the birds arrive in the breeding grounds for the snow to melt, there can be a substantially lower than average reproductive success and that will show up during the next one or two years in the declining population. These are, more or less, minor fluctuations imposed on the population and there is always opportunity for recovery in the event of a favourable breeding season but weather does have a very important role in the reproductive success.

Mr. KEAYS: Has the Department at any time sent any observers up north?

Mr. MUNRO: Yes, we had a study made on Bylot Island, which is one of the breeding centres for this population, in about 1957, I believe it was.

Mr. KEAYS: There has been nothing done since then?

Mr. MUNRO: There has been nothing extensive done since then but I could remark, Mr. Chairman, that there is a fairly extensive aerial survey being begun this summer with the objective of determining population sizes of the various breeding units throughout the eastern Arctic.

Mr. KEAYS: Mr. Chairman, this sounds very encouraging and as far as the national parks are concerned in the conservation of wildlife, I endorse it completely. I am sorry that I have not got a national park in a very large area around me so that I cannot speak to that subject.

Mr. HYMMEN: Mr. Passmore, you mentioned some change in the policy at present laid down of the federal government accepting lands for development of



a national park only when offered, under these circumstances, since the federal government develops the park when it is offered by a provincial government, I presume that the initiative might be left to a group such as yours, our national parks group. Has your organization or the groups which you represent shown any interest in the province of Ontario in developing national parks?

Mr. PASSMORE: I think we have, sir. I do not know how far it has developed. We have suggested both to officials in the Ontario government and similarly in the Department under study here that there are one or two areas in Ontario that we would like to see set aside as national parks, and I believe that discussions have gone on between the provincial and the federal governments relating to those areas.

Mr. HYMMEN: I asked that question because I think Ontario has the most highly concentrated population of any province. Secondly, you mentioned something that has been mentioned before, namely a reappraisal or replanning of all the park areas in order to distinguish between a so-called recreation area and a conservation park or nature area. I presume the latter area is the area your organization would be interested in, but in regard to the former area, the recreation area, do you agree with the presently suggested permissive operation that is laid down by the Department regarding recreation?

Mr. PASSMORE: There is a reference in national parks policy to the types of areas which should be included within the national parks system and it does include national recreation area. We disagree with that proposal to the extent that we feel Canada's national parks system has a very long way to go, firstly in upgrading the standard of presently existing parks; and, secondly, completing the system of national parks because as we pointed out in our brief, there are many large representative areas of Canada which do not have national parks reserving the natural state of such areas. We feel that should the federal government get involved in providing national recreation areas, a great proportion of their funds and their energies would be dissipated in providing national recreational areas to meet a very high demand and that the matter of upgrading and expanding the national parks system itself would be largely ignored.

Mr. SOUTHAM: I would like to congratulate our witnesses from the Canadian Audubon Society in particular on this very comprehensive brief. It seems to be well documented and the various problems that are referred to are stated and further expounded on. Mr. Keays has referred to some of the wildlife problems as they apply to our parks and so on, but I notice that some of the inadequacies in the national policy on parks and outdoor recreation are listed under three headings. Of course, I think this is beneficial for the Committee to have some of the advice given to us by these experienced people. I notice on page 44, item one, "extension of the parks system. The gaps in the system can be considered in several ways, for example the system is incomplete politically because several provinces and both northern territories are inadequately represented". I was just wondering if in this particular statement you were referring to the province of Saskatchewan? Would this be included in this statement?

Mr. PIMLOTT: Mr. Chairman, one of the things that we believe is lacking at the present time is a good review of the significant natural areas in Canada so that a reasoned decision could be made as to the nature of the ones which



should be included. We think there are some glaring omissions which you can certainly refer to. Ontario is an example both in a political sense and in a sense of the very significant natural areas that it contains. Quebec, of course, also is included in this.

Within Ontario and Quebec we have one of the most significant natural areas of North America, the pre-Cambrian shield and the very interesting flora and fauna which it contains but it is not represented in the national parks system. This is a good clear cut example of the type of area that should be included in our national system. In spite of the fact that we have large areas in the north which are still under the jurisdiction of the federal government in the Yukon Territory and the Northwest Territory, we have no significant area which is set aside in the tundra and this is certainly one of the very, very important natural areas of Canada. It has to be recognized that not all of these areas are going to be very desirable from the tourist point of view but they do have a great significance and should be set aside as national parks of a different type.

We mentioned in the brief some of the areas of western Canada; the St. Elias range is mentioned as one of these. I might say that the Canadian Audubon Society is co-operating with the National Provincial Parks Association to develop a series of articles, one of which has already been published in the Canadian Audubon magazine and which, we hope, will eventually be published as a separate publication on parks in Canada. One of these articles will deal with a review of the significant natural areas in Canada which could well be included as part of our national parks system. I think that politically we recognize the problems that are involved but we believe that more and more Canadians are becoming aware of their national heritage. I, as a citizen, am not satisfied to consider myself as a citizen of Ontario. I have lived in half a dozen provinces in Canada and I am a citizen of the country; I am only a resident of Ontario. I am going to do everything in my power to expose, if you wish, the platitudinous attitude of the province of Ontario which says, we favour a great country and at the same time they refuse to do anything significant about national parks. I urge members of this committee, I am speaking now of those who are members from Ontario, think of our national heritage and to join with us in pressuring the bringing about of a political atmosphere that will result in significant national parks being established for Ontario.

The CHAIRMAN: Gentlemen, we now have a quorum. I would like to ask you to agree that the foregoing discussions that have taken place so far be incorporated in the Minutes of Proceedings and Evidence. Agreed?

Agreed to.

The CHAIRMAN: Thank you.

Mr. SOUTHAM: Thank you, Dr. Pimlott. I agree with your comments and this is why I brought up the question because it is known to the Committee members, I think to most of them, that I have been advocating a policy such as this for some time and I was thinking, particularly, of the province that I came from. I feel that we have an inadequacy in representation as far as our national parks are concerned in the various provinces. I suggested Saskatchewan because we have only the one there, whereas Alberta has five. I believe that there is a

survey under way or that there has been as a matter of national policy announced by the Hon. Mr. Laing last year. I do not know what progress has been made on surveys to set up another national park in our province. Another inadequacy you mentioned, Dr. Pimlott, was the development of a corps of park managers with broad training in resource management, and you go on to say that such people are still all too scarce and the opportunity to get this training is limited to a few universities on this continent. In other words, you emphasize that this is one of our basic problems as far as park management and development are concerned. Could you indicate to the Committee just how short of personnel you are in this respect? Have you any suggestions to make along this line? For instance, what universities in Canada are providing faculties to train these types of people?

Mr. PIMLOTT: Mr. Chairman, I will have to confess to being able to approach this question only in a very inadequate way. I would like to say, first of all, that I have been a member of a university faculty for only three or four years. I have had a long term interest in natural resources and I began my career after having been trained as a forester and then going into wildlife management and finally completing my work in zoology and wildlife management. I have had a long and abiding interest in natural resources and I have come to feel very strongly that Canadian universities are essentially not meeting their responsibility to the country in training people who are capable of giving deep and comprehensive thought to the management of natural resources. I was trained as a forester and I must confess that I am ashamed of the approach to the training that is given in many forestry areas in Canada because management should reflect very strongly basic science, but in forestry we were not trained adequately in the science which underlies and is basic to the practice of managing the flora. The majority of our foresters in Canada think only of the utilization of the resources. I am a member of the Canadian Institute of Forestry. It is very difficult to find a forester who is actually practicing forestry, who will not say that a tree that falls to the ground—he will say that this is waste. They cannot conceive, as a profession, that there is such a thing as a state of nature which is valuable to us in our understanding of our own relationship to the environment and of our use of the environment which will make it valuable for us to have areas which are completely undisturbed. Therefore, we have a very great need for integrated resource training which is based, very strongly, on the ecological sciences, on the geographic sciences and on the social sciences.

(10.30 a.m.)

The University of Toronto is the largest university in Canada and, I must say, programs that are there at the present time are not adequate. I hope that this will be changed. I will try to answer your question a bit directly. The University of Waterloo, for instance, in its department of geography, has a very interesting approach to the retaining of people who are interested in working on the resource level. In the geography department they have people who are planners, being taught in the science of planners, people who are geographers, who are interested in the total use of the environment and they have now added an ecologist so they are trying to bring together their disciplines so that they

will be mutually influenced and so that their students will have a broad basic background on which to develop their thinking.

The University of British Columbia, the zoology department there, has long been renowned for the fact that it turns out people who have, shall we say, an ecological conscience or an awareness of man and his relationship to the environment. This is a thing that is most fundamental; that we understand; that we produce people who are clearly aware that man is not apart from his environment but is part of it and this is reflected in many programs related to regional planning which turns out to have basic weaknesses involved. It is because people have thought they could turn a bulldozer loose anywhere without understanding anything about the environment. Therefore, we have subdivisions with cesspools, very nicely located over the aquifers in which the area depends for its water. This whole area of the relationship of man to his environment, is what we want to get in people who are interested in resource areas. We, in developing this statement, felt that, generally speaking, the future of our parks have been too strongly determined by people who are basically trained in economic aspects of the use of an environment and not strongly enough trained in the sciences which are fundamental to management.

Mr. SOUTHAM: Thank you Dr. Pimlott. I notice in your forward here, in speaking of nature, you have it under several headings, wildlife, nature, scientific research, forestry, hunting and angling. Up until the present time, then, we have had to depend, more or less, in these various areas on the people interested in these various areas for the recruitment of personnel, in order to maintain our national parks and their supervision. These people who are engaged in scientific research, are you able to recruit many of them from that particular group or do they just come in to the parks and do the research and then go into other fields? Where do they finally concentrate in making their livelihood?

Mr. PIMLOTT: As a person who is a researcher, at least, as part of his vocation, I would not like to hold up that people who are doing research are panaceas as far as management is concerned. One of the things that I have become very aware of since I came to the University of Toronto, is the fact that many of the people that we are turning out in biological sciences are greatly lacking in social and economic awareness. I think that when we come down to it, the basic problem is how do we develop people who have not only the skill but the understanding to see problems related to natural resources in a very broad context, the biological, the political, the social, the economic, so that very often in a research area we have people who are very strongly oriented in the biological sciences but probably they have never even taken a course in economics and they do not understand the problems that these gentlemen of my right face every time they make a decision and the political roof starts closing down on them.

Mr. SOUTHAM: This is my last comment or question. I think personally, and I am sure everyone is in agreement, that Canada itself is a veritable gem of beauty as far as nature, wildlife and forestry and so on are concerned, one of our basic resources, is our national parks and nature itself and consequently, due to the lack of trained personnel that you refer to here, it should be our recommendation that some of our universities should set up a special faculty



tain people who have these attributes that you refer to, that is people who understand nature and wildlife, the scientific research part of it, forestry and all the other aspects that go into it. As you point out economics are very basic to parks management so that here is, possibly, a new lead in our educational field. It should be concentrated on to provide these personnel to further develop because I feel, as I say, that this is one of our basic resources in Canada and we should be giving more attention to it.

Mr. PIMLOTT: Mr. Chairman, I would just add one short comment to this. This is the thing that I think is true. In Canada at the academic level, there is a very considerable amount of thought being placed on this at the present time. We have to be careful about simply establishing another faculty at an university, for instance because immediately you compartment people, no matter how you try to break it down, you start giving them empires. It is very difficult to get the people beyond these empires into the other person's backyard. I think some new departures are necessary in this area. I think, for instance, that a university as large as the University of Toronto should have some kind of integration, perhaps at the graduate school level, perhaps an institute of natural resources, which instead of developing just another faculty, would try to bring the major people in the resource areas together in the institute and the graduate school, to develop a broad range of programs so people who are in law, for instance, can reasonably come over into the department of zoology and take a course which will particularly help them to orient their thinking and develop their understanding on the basic ecological sciences and if the ecology course must be quite different, really, in its format, its basis is the same but in its format and approach it needs to be different.

There needs to be total thinking somewhere above the faculty level where we try to get people together, to think very broadly and to break down the barriers which we just naturally build up when we segregate ourselves into faculties and departments and so on. I think we need something greater than this. I hope that in southern Ontario, for instance, there will be more and more approach to not only interfaculty but interuniversity approaches. We have several universities—University of Western Ontario, University of Guelph, University of Waterloo, Waterloo Lutheran—all within easy striking distance of each other. Why should these universities not co-operate and bring their powers together to afford people the opportunity to take a very broad training so that they can take training in geography and planning at, perhaps, University of Western Ontario, under Professor Pleva who is renowned in this area or under Professor Krueger at Waterloo. In this resource area we need some new concepts. We cannot just sit on the old ones and say that these are the answer of the future. Canada is a resource oriented nation and we simply must start some very dynamic thinking at the academic level to meet some of these needs.

The CHAIRMAN: Gentlemen, we are pleased to have with us this morning Dr. K. Lamb of the Historic Sites and National Monuments Board who will answer questions on this particular subject. However, I think that Mr. Gundlock has indicated a desire to ask a question.

Mr. GUNDLOCK: I have one short question, Mr. Chairman, if I may. Let us go back for a moment to the forest and forest management as related to national parks. I think you said a moment ago that if a tree falls, leave it, it is



natural. Extreme examples, though, are large areas in Alberta, in particular, over mature trees and blowdowns, if that is the right description. Certainly they are natural, but, what would you do with those? Would you prevent the sort of thing or would you just let it happen? Or would you orderly harvest and manage in some way?

Mr. PIMLOTT: Are you referring to areas within national parks, sir?

Mr. GUNDBLOCK: Yes, large areas; that is, many, many acres.

The CHAIRMAN: That is in your brief, is it not?

Mr. PIMLOTT: No, we do not cover it in exactly this way, I do not think. We refer to this. I think this needs to be considered in very broad perspective. Roughly, excluding Wood Buffalo Park, three eighths, is it not, of one per cent of the land area of Canada is in national parks. I say that we need to gain good comprehensive understanding of forest ecology on which forestry and forest production must be based. This alone is reason for us to leave forests alone to develop in a completely natural sense. Do not forget that when we are removing the dead trees from the ground area when we are cutting in a normal forestry operation, we are, in fact, removing nutrients that if left on the ground will return to the soil in a natural cycle. I would not go on record, either for my own point of view or the point of view of the society which I now represent, to say that no trees should be removed. This is the type of thing that a zoning policy will help to answer. In the areas which are intensively used by people, some of this must be done but I would say that in the wilderness areas of the parks, after you have established your objective, there should be very strong studies of what the parks contain, what there is about these parks that is desirable, what our objectives should be and then, after considering the objectives, you decide what you do. For instance, if you have a unique stand in a national park, perhaps a particular stand of forest—I will use a provincial park as an example—in Rondeau provincial park in Ontario, we have an example of a carolinian flora, the flora of an area that is further south. It is one of the special areas of this type of vegetation in Canada. I am willing to agree that there should be some management of this forest to maintain its carolinian characteristics. We should establish intense ecological studies, what we would do to maintain this and then perhaps we should bring in some management because this is a unique thing. Perhaps management is not necessary. The studies will help us to determine that. But in this case, we would establish our objectives and then we would decide on the nature of them.

I would like to refer you to a report in the United States to the United States Secretary of the Interior. It is called the Leopold Report on National Parks. It is a very informative thing which helps to outline some of the things that sometimes need to be done about national parks. We do not say that there should never be management of any area of national parks but I think we can say that ordinary cleanup operations in a forestry sense of these major areas are rarely desirable.

The CHAIRMAN: Now, I shall call on Mr. Keays who has a question to ask Dr. Lamb with regard to Historic Sites and Monuments Board.

Mr. KEAYS: Mr. Chairman, first of all I do not wish to bore the Committee with this. I thank them for having invited Dr. Lamb here and to Dr. Lamb

also express my gratitude for coming here today. No doubt Dr. Lamb knows the subject with which I wish to treat and I cannot think of a greater contribution to our Centennial year than being able to lay down the proof that Canada had a beginning and where it was. I think that we are possibly missing out here, to some extent. Dr. Lamb, are you aware of a brief that was submitted by the Gaspé Economic and Industrial Council in 1957, the subject matter was an historic site establishment at Gaspé?

Mr. W. K. LAMB (*Member, Historic Sites and Monuments Board*): I saw it some time ago but I only heard about this hearing last night and I do not remember the arguments in detail.

Mr. KEAYS: Dr. Lamb, I know from your qualifications of M.A., Ph.D., LL.D., F.R.C. et cetera, that you are quite qualified to speak on this subject, but I would like to remind the Committee that in 1957 a brief was submitted to the Prime Minister of the country and to the minister of northern affairs of the time giving out the reasons why there should be the establishment of a national historic site at Gaspé in the province of Quebec. The reason for this, naturally, is certainly based on the fact that in 1934 we celebrated the 400th anniversary of the discovery of Canada at Gaspé by the erection of a 110 ton granite cross at which the governments of France, the United States and Canada were present. This, in itself, tells me that we recognized in 1934, that Jacques Cartier took possession of this land in the name of François I of France on July 25, 1534. I think this creates the precedent that no one else can come back and claim this, although we have had many claims from others going back to Cabot and a few others. Historians,—I am saying this and you can contradict me at any time, it is our privilege,—have had different interpretations about the discovery of Canada, but the fact remains that no historian has ever claimed that Jacques Cartier took possession of Canada at any other place but at Gaspé. I recognize the authority of Dr. Mark Trudell, and of Mr. Mark Laterreur, two contemporary historians, who claim that Jacques Cartier, naturally, landed at Newfoundland where he said he would not exchange ten acres of land in the Magdalen Islands for all of Newfoundland, and I wish Mr. Pickersgill was here because I have had a bone with him on this before. He stopped on the north shore of the St. Lawrence; he went to Prince Edward Island and could not find a harbour; he kept going; he came up the Matapédia Valley searching for the Straits of Belle Isle; he was a little off course, I will admit, but historians admit that he planted different crosses at certain spots where he stopped. These, and historians admit it, were landmarks which he was establishing as he went along his course. He landed at Gaspé where he planted a cross on which the *sur-de-lis* was imposed and he claimed this land in the name of the king of France. I do not believe that anywhere in our history will we find any other proof but that one.

I would like to get back to the fact that we started this. When I say “we”, I am then very interested in this subject and this goes back 1957, and from that date until today we have voluminous correspondence on the subject and we do not seem to be getting any further; in fact, we are going backwards now. In every letter, from 1957 on, which I have here with me, the minister whether it be in 1957 or 1959 or even up to date claims that this matter cannot be settled because it has to be sent to the National Historic Sites Commission and they

will decide. They also say that there are many different opinions on it, but they have to establish it. This goes back to 1957 and to this date we have not, as yet, been able to say yes or no. I would like to have your comments on that, Mr. Lamb.

Mr. LAMB: In so far as this is a matter between you and the Department of Mr. Keays, I think Mr. Côté should answer it rather than I, myself; but coming to the historical aspect of the matter, I do not think anyone would deny that the highlight of Jacques Cartier's first voyage was the planting of the cross—not the only cross—but the major cross in Gaspé and there was some ceremony—we do not know the exact details—I am extremely sorry that Dr. Marcel Trudell is not here because he, as you know, has made a very detailed study of this. Some ceremony took place which was intended to be more of a ceremony than took place at any other point so far as we know in the course of that first voyage. Certainly that was the highlight. He went there, he landed, he spent a week there largely, I am afraid, because he was stormbound rather than that he wanted to and he erected a large cross. As I say, there was some ceremony, the details of which we do not know that is interpreted as taking possession of the land. He actually put a sign up, apparently, “vive le roi de France”, or words to that effect.

I think, so far as the present setting is concerned, if I may come at once to the matter of the placing of the ship, I think you have a parallel with Champlain, have you not, where you have Champlain on one voyage, an early voyage centering on Port Royal and yet, I think everyone will feel that the major thing Champlain did was the founding of Quebec in 1608. I think the problem the Department has been faced with here is the problem of Jacques Cartier's first voyage. This is the highlight of the first voyage but that on a later voyage he was the first European that we know of to spend a full winter on the mainland here and it is a question of the importance of staying a time through winter rather—not founding a colony exactly but certainly staying a considerable time against a call where he simply erected a cross and sailed away. I think that is the problem that the Department faces and I think you have a parallel here where you have at Port Royal habitation restored to commemorate the colony at Port Royal and then at Quebec you have the recognition of Champlain's major visit to Canada and work in Canada which was the founding of Quebec and his governorship of that colony.

I would say that the cross and so on at the Gaspé site recognized the first voyage but that it would be perfectly fitting to recognize the second voyage especially as the ship concerned was not on the first voyage and lay, where it more or less intended that the replica should be, the whole of the winter 1535-1536.

Mr. KEAYS: I appreciate this expression of yours, Dr. Lamb. You refer to Dr. Trudell. Dr. Trudell states that it is clear from the importance of the ceremony that the cross was intended to indicate that a territory was being taken possession of in the name of François I. You have made a parallel between Champlain and Jacques Cartier and the replica of *La Grande Hermine*. I would like to make one also and this is to Wolfe. We are speaking of National Historic Sites, I would like to get back to *La Grande Hermine* a little



later. Wolfe came here, naturally to fight the French, in 1758 and at that time in making his report to General Amherst he remarked that we committed many misdeeds and spread the terror of Her Majesty's armies but added very little to their reputation. Wolfe spent his first winter at Gaspé.

Dr. LAMB: This is quite true.

Mr. KEAYS: We are not interested in having an historic site erected at Gaspé because of Wolfe because this was practically some 200 years later. We would like to get to the basis of it all and I cannot see why we have to celebrate or commemorate Cartier's second voyage, forgetting completely about his first one. It seems to me the first voyage is much more important to Canada than the second voyage and I think we could do the same thing with Wolfe. We have erected monuments in the city of Quebec to Wolfe and what are we celebrating, the second year of his trip to Canada? This is what we are celebrating in Quebec city. Why should Quebec city get everything? I see a member from Quebec East here and of course this interests me very much. It seems that we are always doing this. There are many factors why I believe in it. I think as a tourist attraction, from an economic standpoint et cetera, that we should consider this.

I would like to leave this and get back to the construction of *La Grande Hermine*. When did this first come to your attention, Dr. Lamb?

Dr. LAMB: It is some years, Mr. Keays. I could not say offhand just when.

Mr. KEAYS: I would like to make just a few remarks on this. Going back many years again, going back to the first brief that was ever presented on this which was a centennial project submission by the Royal Canadian Legion, Jubilee Branch No. 59 at Gaspé which was made in 1961. We were a little ahead of the Centennial Commission Organization. From that day forward the Jubilee Branch No. 59 of Gaspé, undertook to work on this project. They wrote to the mairie of St. Malo, and the Curator of the museum, in France, requesting plans of the ship *La Grane Hermine* so that we could have it constructed. We had correspondence with the mayor of St. Malo in France and made contacts with Mr. Richard Holden who incorporated the company of *La Grande Hermine*, after he heard about it, and our correspondence with the Minister of Public Works, the Minister of Trade and Commerce, Northern Affairs, Mr. Kniewasser of Expo and the Canadian Centennial Commission. This goes back to 1961 and 1962. I feel quite safe in saying that the idea originated in Gaspé. The reason we wanted to do this, naturally, was to have this historic site created here at Gaspé and be able to put the ship there. I still go back to the same argument that I have, that we have now celebrated Cartier's second trip to Gaspé, forgetting completely about his first trip. Whether *La Grande Hermine* was used on his second trip or not, in my opinion, is not the basis on which you should found your arguments for doing this because when he did come back in 1535 he stopped in Gaspé again. He stopped in Gaspé to unload those two Indian boys he took with him in 1534, so we found an excuse why he came to Gaspé again. He came to Gaspé twice and to Quebec only once.

An hon. MEMBER: But he stayed longer.

Mr. KEAYS: The only reason he stayed longer was that he was up in the Saguenay River where there was no water and he could not get out.



It surprises me why we took this decision especially when we have people in Quebec City who are writing articles in the daily paper saying that this belongs to Gaspé and not to Quebec. I have two or three articles on this subject. We have the whole lower St. Lawrence, 200,000 people who are claiming that belongs to Gaspé. All of a sudden the Minister comes out with a statement that we are going to build this replica, that it is going to Expo and it is going to be permanently berthed in the St. Charles and Lairet Rivers. I would like to know where the Minister got the idea.

Mr. LAMB: That is a question which should be directed to Mr. Côté rather than to me.

Mr. CÔTÉ: Mr. Chairman, I would be prepared to reply to that. I think that it should be clear that the Historic Sites and Monuments Board is an advisory board to the Minister on the "historicity", if I might call it so, of the facts of our history. The policy regarding the marking of sites, the administration, the development of parks on historic sites, is a matter for the Minister to decide and the Department. It is quite true, as Mr. Keays has said, that in 1934 the 400th anniversary of the taking of possession of that whole area of Canada by Cartier was marked by very large monuments for those days—a 110 ton granite cross overlooking the area, and there were very large ceremonies to mark this. Nobody gainsays this at all. This marked the first voyage of Cartier.

● (11.00 a.m.)

Coming to more recent times, in 1957 after a look at Cartier's wintering of 1535, in Canada, the government of the day decided that the general area of Quebec City on the Lairet River should become a national historic park to commemorate Cartier and Brébeuf there. In 1957 and early 1958, the Société Saint-Jean-Baptiste and others in Quebec City recommended that the commemoration might take the form of the restoration of that area on the Lairet River to its primeval state and the anchoring there of a vessel of Cartier's voyage. This was the general plan that has been accepted in the Department since about 1958. There have been representations from the people of Gaspé in 1961, as Mr. Keays indicated, and it was the belief of the Minister that the wintering of the Cartier expedition marked the first time of semi-continuous European settlement on this continent, apart altogether from the Vikings who are rather in advance of the pre-recorded history period and that the decision was taken that we should elaborate the park in Quebec city by the construction of a vessel to be located in the Lairet River subject always to the control of the St. Charles River by Public Works and the installation of the facilities there. This is a decision, Mr. Chairman, which the government has taken and it has caused some heartburn, I admit, in Gaspé but nobody wants to detract from the fact that the first landfall and taking possession of Canada by Cartier was at Gaspé and this is marked that way. *La Grande Hermine*, *La Petite Hermine* and *l'Émerillon* were the vessels in the 1535 expedition and, so far as one can determine, from historical evidence, and for this I refer to Dr. Lamb, none of these vessels was at Gaspé in 1534.

Mr. KEAYS: They were at Gaspé in 1535 before they went to Quebec.

Mr. CÔTÉ: But they wintered in—

Mr. KEAYS: They called at Gaspé in 1535.

Mr. CÔTÉ: Right but the event is being marked as a wintering.

Mr. KEAYS: Why should we not think of the spring and the summer instead of the winter; after all this is when we enjoy living more, I think.

Thank you, Mr. Côté, for your version of it. I am not too sure if I accept it all, I do it with reservations because I do not believe it. However, the decision was reached to build this ship and a contract was negotiated with les Chantiers Maritimes or the Davey Brothers in Lévis. Mr. Chairman, I would ask the Deputy Minister if he is aware that the same company who negotiated this contract with the government gave to our commission three years ago a tender to build that ship at Gaspé at our own shipyard?

Mr. CÔTÉ: I was not aware of that, Mr. Chairman. I might add that we had the plans drawn up by l'École Polytechnique de Montréal and we sought to find out, which firm would be most likely to do the work when Expo 67 asked whether this vessel could be built and exposed at Expo 67—We, really as a department, were not anxious to move that task because you are buying time and you have to move very quickly. We wanted to do it in a more deliberate manner but Expo 67 and the government thought it would be a good idea to have a replica of a vessel about 400 years old to give some of the breadth and depth of the Canadian history to be shown at Expo 67. We then sought to find out which was the firm that could most likely do this. The first opinion we obtained was that that particular shipyard would be the one that had the know-how in that area and the capability of doing it in the short time then remaining.

Mr. KEAYS: I appreciate the fact and I believe that Mr. Goudreau who is president of that company, is competent to do the job. This I do not deny but, when we first took this thing up with him, he had given us a quotation for the cost of building a ship with or without mobile power. In the quotation we have had the price granted there is difference of over \$100,000. I am not going to argue this point but I certainly would like to know why, when we had the plans for the ship, away back, when we had the quotations from the builder, we now come up with a price of over \$100,000 higher than the price which was given us.

Mr. CÔTÉ: I think, with due respect to Mr. Keays, that the plans and specifications were not available in detail. One has a very broad idea but the plans and specifications are just being completed now and it is true that the price is going to be a good deal higher. As I mentioned in my testimony earlier, we are buying time. We would have done it more deliberately were it not for the marking of the centennial confederation at Expo 67.

Mr. LEBLANC (*Rimouski*): Yes, Mr. Côté, but I think we must account for the years that have passed. The tender, we definite plans were made for the original tender made in, I think, Mr. Keays said it was 1960 or 1961.

Mr. KEAYS: I said 1964.

Mr. LEBLANC (*Rimouski*): Well, even 1964. We must not forget that we are in 1966 and that the plans are now definite and they know exactly what they have to build which they did not know at the time they submitted an approximate tender price.

Mr. KEAYS: Mr. Chairman, for your information the price was \$90,000 for the ship without the diesel motor, which brought it up to \$125,000. This, naturally, is not of much consequence in the whole set-up which I want to get at today, but I do think that from the attention in such publications as we are getting across Canada today, *Time* magazine, which of course, I do not consider as an authority on Canadian history, from writings by the Royal Bank of Canada and very many pamphlets which you pick up today which deplore the fact that we cannot establish where the discovery of Canada was. This reminds me of the 1964 celebration in Charlottetown. They came out with a pamphlet and called Charlottetown the birthplace of Canada. I objected to that and think what they did was change it to the birthplace of confederation which was much better. This is a concern which we have and I sincerely hope that the people in Quebec City, with due respect to the hon. member for Quebec East, think that this ship should be at Gaspé for historical, economic reasons, and cetera. I think that you may correct me here, when the order was placed for the ship we did not consider that there were many other elements which we are going to increase considerably, the cost of placing of that ship in the St. Charles and Lairet rivers. I am speaking now, and possibly the Deputy Minister can correct me on this, that we have to dismantle part of the ship to get it into the basin. There are three single and one double bridges that we must go under.

Mr. CÔTÉ: It is being built with this in mind, Mr. Chairman. There is the problem of getting it into the Lairet, it is quite true; but wherever we built this ship, we could not have built it if it were to be positioned in the Lairet River unless we did it very deliberately and had a partial shipyard built there. It is going to be more economic to do it the way it has been decided. I think the fundamental point of diversion, Mr. Chairman, is the location of *La Grande Hermine* and, from an historical viewpoint, our own belief is that *La Grande Hermine* was not at Gaspé in 1534. To try to use *La Grande Hermine* to mark the taking possession of Canada would not be appropriate. The marking of the wintering of Cartier in 1535 was, in the view of the National Historic Sites and Monuments Board, an event of national historical significance and the method of marking this—commemorating it by a park—was a governmental decision taken initially in 1958 and carried on by this government here to mark this event of wintering by the positioning of *La Grande Hermine* in Quebec City on the Lairet River.

Mr. KEAYS: Mr. Chairman, I must accept the thinking of the Deputy Minister on the subject although I do not agree with him that we have to celebrate the second trip or the second occurrence of history instead of marking the first one. I would not suggest that we are going to march 100,000 people to carry the ship to Gaspé after Expo or have 20,000 tractors dragging it. I still cannot accept this and I do not believe that any people living in the lower St. Lawrence area will accept it. I strongly urge the advisory committee and I urge Mr. Lamb, to have a second look at that, and put a little pressure on the government to change their decision. I am sure that if we had on your board a representative from the lower St. Lawrence, instead of Quebec City, he could have sold the idea that it should have been at Gaspé and not at Quebec City.

Mr. CÔTÉ: Mr. Chairman, I would like to say that the Historic Sites Board makes recommendations as to the authenticity of history as they see it and



whether the event is of national historical importance. Prior to 1955, it did have the responsibility for administration but it is thought that this is wrong. It is precisely because of these pressures that may be put on, one way or the other, which may tend to distort history, that the change was made. I think there is one thing that has happened in the past and that is there has been too much of the marking of the first dairy, the first this, the first that and not taking into account the general context of history. The Historic Sites Board looks at the events and the main trends of the nation's history and those events that affected the history. The responsibility for marking it is the ministerial responsibility and the departmental responsibility, not one for the Board. How it is to be marked is a matter to be determined by the Minister. The taking possession of Canada was marked by a very large cross, a 110 ton granite cross. Is this sufficient? This is a question which, I think, is open but to mark it by the positioning of *La Grande Hermine* would, so far as the Minister and the Department are concerned in the light of the historical evidence that we have from the Historic Sites and Monuments Board, be erroneous.

Mr. SOUTHAM: I have one question. I am very pleased to see Dr. Lamb here this morning on behalf of the Historic Sites and Monuments Board. My question revolves around the representations that have been made in recent months by the Indians of western Canada and particularly in Saskatchewan and followed up by members of Parliament, like the Right Honourable John Diefenbaker and myself and other members regarding the preservation of an Indian tribe's Mistassini which is in the area of the South Saskatchewan dam and, as Dr. Lamb knows, in the not too distant future will be inundated by the backup of the waters of that dam if it is not moved. There has been a great deal of concern expressed on behalf of thousands of our western Indians about this and I was very disappointed to hear the Minister say last Friday, during the debate in the House on his estimates of Indian Affairs in answer to a question of mine, that the Board of Historic Sites and Monuments had decided against taking any action in this respect. Could you tell me, Dr. Lamb, what motivated this decision and why you advised the Minister on this matter in this way?

Mr. LAMB: I think the main thing—at least one of the factors that influenced us—was the result that would accrue from expense and that in regard to preserving it, was this unique? Was it undoubtedly an archeological object of first rate importance? I think the general consensus was that it was not worth the very considerable effort that would be involved in moving it. It is probably quite improper for me to give a consensus of opinion of all the members but that was the feeling I brought away from this discussion certainly.

Mr. SOUTHAM: The decision then was, more or less, based on the economics?

Mr. LAMB: That was a factor in it.

Mr. SOUTHAM: You were aware, though, of the definite importance in the minds of the Indians as to the preservation of this? It is a geographical object, as far as a rock is concerned, but it has an intrinsic value and a religious significance, I think, as far as a large group of Indians themselves are concerned in western Canada. We, as members and representatives of that area, come under a certain amount of pressure, you will appreciate, to have this shrine



preserved. I do realize there is an economic problem. Did you consider, for instance, moving part of the rock up onto higher ground?

Mr. LAMB: I do not think the question of taking a portion of it was actually raised. Another consideration arose. This is something that comes up time and time again on the agenda of the board, whether a given object or location or whatever it is, is of national concern or whether it is essentially regional or concerned with a specific province and I think we felt that this was essentially a regional matter. There are a good many precedents for taking that point of view with similar things in other parts of the country.

Mr. SOUTHAM: My thought was that there was not enough appreciation given to the significance of this because our Indians are, of course, our first Canadians and we have a large population of them in Saskatchewan and in western Canada. We are still such a young country, particularly in the west. We cannot go back to some of the early history that my friend, Mr. Keays, is referring to but, nevertheless, in the next hundred years or so, there is going to be a concentration of tourism in the vicinity of the South Saskatchewan dam. It is one of the greatest man-made dams in the world. It is changing the whole complexion of that area and Indians themselves are part of our tourist attraction, as it were. You know what they mean to the National Parks at Banff the Banff Indian days and so on. We feel that as western members, we are letting our Indian population down by not doing something about this. The Minister did mention that he thought possibly the officials of P.F.R.A. were going to take a look at this. Can you tell me if there is going to be some definite action or could the Deputy Minister tell me this?

Mr. CÔTÉ: I think, Mr. Chairman, this is not a matter, if I may suggest, for Dr. Lamb but if the Minister has indicated that P.F.R.A. are going to look at it we will make quite sure that they do look at it from a regional viewpoint. The question which the Historic Sites and Monument Board has asked is whether this is of national historical importance and I think their advice to the Minister was that this was not of national historical importance but that does not depreciate its importance from a regional viewpoint or a provincial viewpoint. It may well be that P.F.R.A. or the government of Saskatchewan or a combination of both might lead to do something about this but I would not comment on that because it is outside the province of the Department.

Mr. SOUTHAM: I hope there is some positive action taken. I feel that one of our problems here goes back to Indian affairs and the liaison between the governments themselves and the Indian population. There is still a certain amount of inherent distrust and superstition and so on on the part of the Indians with respect to governments themselves. I feel that if we do not take some action in this particular area here we are going to lose a great deal of goodwill that has more far-reaching effects than just the preservation of the shrine itself. I think that, from a psychological point of view, it is a very important step on behalf of some government agency and, of course, we felt that it was the Historic Sites and Monuments Board that should have initiated it. If they feel that it is not of national consequence, possibly, as I say, the P.F.R.A. should take some action but I do not think we should let this go by the board. It is going to do harm; it is going to spread out like a wave of discontent among

Indians in general which is one of the things we do not want to have happen because we are having, as you know, our problems in integrating our Indians into our society and looking after their general welfare.

Mr. CÔTÉ: I am informed by my officers here that the Minister has written to the hon. Mr. Greene as the responsible Minister for P.F.R.A., drawing this matter to his attention.

Mr. SOUTHAM: Thank you, Mr. Chairman.

Mr. HAIDASZ: I would like to ask Mr. Lamb a few questions. I would like to know whether, at the recent meeting of the National Historic Sites and Monuments Board there was referred for its consideration the Polish Pioneers Centre of Wilno, Ontario. Can Mr. Lamb give us any answer on that?

Mr. LAMB: I think all I can say at this stage is that the matter was considered and a recommendation was made to the Minister but I do not think it has, as yet, got to the Minister. I think I had better leave it at that.

Mr. HAIDASZ: My second question is whether the Board has considered the establishment, the plausibility or the need of establishing ethnographic museums in Canada to preserve and show, for posterity, the importance of the ethnic groups of Canada, the Indians, the Eskimos and other groups.

Mr. LAMB: I think, Mr. Chairman, that is a question for the National Museum more than for the Historic Sites and Monuments. We would not consider that. That would be considered in the National Museum which is the National Museum of Anthropology and Ethnology.

Mr. KEAYS: I would like to ask one more question of Mr. Côté. In view of the fact that Richard Holden, McKay et cetera had incorporated La Compagnie de la Grande Hermine, did you have to make any special arrangements with them or concessions to them in order to build?

Mr. CÔTÉ: None that I know of, Mr. Chairman.

Mr. KEAYS: You do not anticipate any problems coming up from that angle.

Mr. CÔTÉ: I do not think so.

Mr. KEAYS: I believe they incorporated this company with the right to build that ship and to draw whatever revenue is possible at Expo from it.

Mr. CÔTÉ: I am informed, Mr. Chairman, that the company was incorporated on that basis but it was incorporated with the wrong understanding of what Expo would allow.

Mr. KEAYS: Mr. Chairman, I want to thank the Committee for being so patient in going through our Canadian history and I hope that any of my statements have not been the cause of distortion of history, still maintaining the points that I wish to make.

The CHAIRMAN: That will be checked in the proceedings, Mr. Keays.

Gentlemen, if there are no more questions, on your behalf I wish to express our appreciation to Dr. Pimlott, to Mr. Passmore, to Mr. Hardy and Dr. Lamb for being here with us this morning and for their presentations and for their concise replies to members' questions. Now, gentlemen, I wonder whether we

could not pass Item No. 15. This will not, of course, conclude the estimates. We will have a meeting next Tuesday at 9.30 o'clock in this room when I shall be in a position, then, to announce the proposed trip to the north. A program is being arranged and will be submitted to the meeting next Tuesday. Shall Item No. 15 carry, gentlemen?

Item agreed to.

Our next meeting then will be in this room next Tuesday at 9.30 o'clock. I thank you very much for being with us this afternoon.

The meeting is adjourned.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966

STANDING COMMITTEE

ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 15

TUESDAY, JUNE 28, 1966

Main Estimates (1966-67) of the Department of  
Northern Affairs and National Resources

INCLUDING FIRST REPORT TO THE HOUSE

WITNESSES:

The Hon. Arthur Laing, Minister of Northern Affairs and National Resources; and from the Department of Northern Affairs and National Resources: Mr. E. A. Côté, Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

Chairman: Mr. Hubert Badanai

Vice-Chairman: Mr. R. J. Orange

and

Mr. Alkenbrack	Mr. Haidasz	Mr. McWilliam
Mr. Basford	Mr. Howard	Mr. Neveu
<sup>3</sup> Mr. Cadieu ( <i>Meadow Lake</i> )	Mr. Hymmen	<sup>1</sup> Mr. Reid
<sup>4</sup> Mr. Dinsdale	Mr. Laprise	Mr. Roxburgh
Mr. Duquet	Mr. LeBlanc ( <i>Rimouski</i> )	Mr. Simpson
Mr. Gundlock	Mr. Mather	Mr. Southam
Mr. Habel	Mr. McKinley	<sup>2</sup> Mr. Watson ( <i>Assiniboia</i> )
		<sup>3</sup> Mr. Watson ( <i>Château-guay-Huntingdon-Laprairie</i> )—24

Michael A. Measures,  
Clerk of the Committee.

<sup>1</sup> With Mr. Granger, replaced Messrs. Legault and Lind on June 27, 1966

<sup>2</sup> Replaced Mr. Horner (*Jasper-Edson*) on June 29, 1966.

<sup>3</sup> Replaced Messrs. Granger and Keays on June 30, 1966.

<sup>4</sup> Replaced Mr. Kindt on July 7, 1966.

## ORDERS OF REFERENCE

MONDAY June 27, 1966.

*Ordered*,—That the names of Messrs. Granger and Reid be substituted for those of Messrs. Legault and Lind on the Standing Committee on Northern Affairs and National Resources.

WEDNESDAY, June 29, 1966.

*Ordered*,—That the name of Mr. Watson (Assiniboia) be substituted for that of Mr. Horner (*Jasper-Edson*) on the Standing Committee on Northern Affairs and National Resources.

THURSDAY June 30, 1966.

*Ordered*,—That the names of Messrs. Watson (*Châteauguay-Huntington-Laprairie*) and Cadieu (*Meadow Lake*) be substituted for those of Messrs. Granger and Keays on the Standing Committee on Northern Affairs and National Resources.

THURSDAY, July 7, 1966.

*Ordered*,—That the name of Mr. Dinsdale be substituted for the name of Mr. Kindt on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*

## REPORT TO THE HOUSE

TUESDAY June 28, 1966.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### FIRST REPORT

Pursuant to its Order of Reference of Tuesday, March 22, 1966, your Committee had before it for consideration the items listed in the Main Estimates for 1966-67 relating to the Department of Northern Affairs and National Resources (excepting Indian Affairs).

Your Committee has considered these estimates (being items 1, 3, 15, 20, 45, 50, L50) and commends them to the House.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 1 to 15*) is appended.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

## MINUTES OF PROCEEDINGS

TUESDAY June 28, 1966.

(16)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Alkenbrack, Badanai, Basford, Duquet, Granger, Lundlock, Habel, Haidasz, Horner (*Jasper-Edson*), Hymmen, Laprise, LeBlanc (*Rimouski*), Mather, McKinley, McWilliam, Orange, Reid, Roxburgh, Southam (19).

*In attendance:* The Honourable Arthur Laing, Minister of Northern Affairs and National Resources; and from the *Department of Northern Affairs and National Resources*: Mr. E. A. Côté, Deputy Minister; Mr. J. H. Gordon, Assistant Deputy Minister; Mr. A. J. Reeve, Assistant Director, Natural and Historic Resources Branch.

The Chairman presented the Fourth Report of the Subcommittee on Agenda and Procedure, as follows:

Your Subcommittee met yesterday and recommends as follows:

first, on the matter of national parks, in view of a possible adjournment of the House in the very near future, that the Committee approve in principle the idea of a visit to national parks and that invited witnesses and others who have applied to appear before the Committee be advised by Chairman's letter that there is a possibility of the Committee visiting national parks in the autumn, at which time it may be possible to hear them.

second, that the Committee approve in principle that idea of a visit of its members to northern Canada to be made as soon as possible after the House adjourns, and that members of the Subcommittee be instructed to work out a detailed itinerary, with the stipulations that, with the Minister's concurrence, the planning include that: the members travel by DC-4 aircraft; the itinerary be of approximately twelve days; sufficient time be provided for side trips from Whitehorse; a visit to Fort Smith be included in the itinerary; interpretive services be provided in the eastern Arctic; and the press be invited to accompany the members.

*Agreed.*—That the Fourth Report of the Subcommittee on Agenda and Procedure presented this day be adopted.

The Committee resumed consideration of item 1 of the main estimates of the Department of Northern Affairs and National Resources.

The Minister was questioned, assisted by Messrs Côté, Gordon and Reeve. On motion of Mr. Basford, seconded by Mr. Horner (*Jasper-Edson*),



*Resolved*,—That, on the matter of national parks, the question of the Committee adjourning from place to place and, if necessary, sitting while the House is not sitting, be considered by the Subcommittee on Agenda and Procedure.

Item 1 was carried.

Having carried all items of the main estimates for 1966-67 relating to the Department of Northern Affairs and National Resources (excepting India Affairs), the Committee agreed that they be reported and commended to the House.

At 10.32 a.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

*(Recorded by Electronic Apparatus)*

TUESDAY June 28, 1966.

(9.43 a.m.)

The CHAIRMAN: Gentlemen, I see a quorum.

I now wish to submit to this Committee the fourth report of the subcommittee on agenda and procedure. Your subcommittee met yesterday and recommends as follows:

First, on the matter of national parks, in view of a possible adjournment of the House in the very near future, that the Committee approve in principle the idea of a visit to national parks and that invited witnesses and others who have applied to appear before the Committee be advised by chairman's letter that there is a possibility of the Committee visiting national parks in the autumn, at which time it may be possible to hear them;

Second, that the Committee approve in principle the idea of a visit of its members to northern Canada to be made as soon as possible after the House adjourns, and that members of the subcommittee be instructed to work out a detailed itinerary with the stipulations that, with the Minister's concurrence, the planning include that: the members travel by DC-4 aircraft; the itinerary be of approximately 12 days; sufficient time be provided for side trips from Whitehorse; a visit to Fort Smith be included in the itinerary; interpretive services be provided in the eastern Arctic; and the press be invited to accompany the members.

Now, you have heard the report of the subcommittee. Is it agreed that this report be adopted?

Report agreed to.

Mr. BASFORD: Mr. Chairman, is it possible to have the printed record of our proceedings before we go north?

The CHAIRMAN: I shall try to do so. We agree that the report of the subcommittee be adopted as read by the Chairman.

Now, all other items having been carried, we now resume consideration of Item 1 of the main estimates of the Department of Northern Affairs and National Resources.

On your behalf, of course, I again welcome the Minister, the Honourable Arthur Laing, to our proceedings. I hope that this meeting will finally approve and conclude the estimates. We only have one item in Item 1. Now, does any member of this Committee wish to ask any questions of the minister?

Mr. SOUTHAM: Mr. Chairman, a little over a year ago now the minister announced to the House a national parks policy relative to increasing the

number of national parks and with particular reference to Saskatchewan, which I was very pleased to hear. I have been personally advocating this for some time, along with other people in Saskatchewan, as the minister knows. I would like to ask the minister if he could indicate what stage the proposed second national park is at and when the location and development of the park is to be decided.

Hon. Arthur LAING (*Minister of Northern Affairs and National Resources*): Mr. Chairman, we are delaying, not because we are stuck but because I want to get the names of three proposed locations. In consultation with the Saskatchewan Parks and Recreation Department, we looked at three different places. One was the Val Marie area; the second was the Moose Mountain area and the third was Last Mountain Lake which is a magnificent area but already taken up, as Mr. Southam probably knows, by a lot of cottages and would appear to us to be occupied to the point where it would be difficult to make a park there.

We have proceeded with Saskatchewan; and this is a lesson to us. They are concerned that in any place they might choose, it is going to cost them more than they had anticipated because our National Parks Act requires the property be obtained by the province and turned over to us free of encumbrances. This has been the policy in the past and we could not change it without changing the act. However, consultations with Saskatchewan are going on now and I would not be free, Mr. Southam, I think you can understand why, to state today what would be the first choice of the two. It would have to be a joint announcement by Saskatchewan and ourselves, though I might tell you that both groups have more or less come to an agreement on that; but there is a concern on the part of Saskatchewan about the cost of acquiring the property to turn over to us. Those discussions are still going on and I am very hopeful that we will get a second park there.

I say that this is a lesson to us, because I think we might very well know that whatever we acquire in the future, we will acquire more cheaply the sooner we get it. Now, I believe this to be the case and I think this is the case in most parts and the sooner we can set these up, the more advantageous it will be to the people. This is my view.

Mr. SOUTHAM: I am very glad to hear the minister say that the proposition has not fallen through because, as has been indicated a number of times and as the minister knows, Saskatchewan feels she is lagging behind in park development at the national level because we just have the one. We are very conscious of the economic potential of national parks. This was why representations have been made at various times and I am pleased to hear that you still have it under consideration.

I would like to express the hope that these negotiations will be carried to a successful conclusion because Saskatchewan, in its strategic position north of the United States area where they have no parkland of their own in Montana or western Dakota, has a very high potential for tourism. We know that because of the Moose Mountain provincial park there which has been under consideration. Last year out of the ten provincial parks in Saskatchewan, Moose Mountain had the largest influx of tourists and this is because of its geographic proximity to the United States. This is why, I think your department officials and the

Saskatchewan parks officials have been taking a very serious look at it. I am glad to hear you say that. I hope they will continue until they do reach a successful conclusion for a second national park.

Mr. LAING: I want to say a word of compliment for the present park, the Prince Albert Park. I had not visited it until last year. It is one of our most outstandingly beautiful parks. I had no idea that at that latitude we could get the vegetation and the growth and, indeed, the golf course is, I think, one of the best golf courses in Canada. I had that impression; it is a magnificent park.

Mr. SOUTHAM: I could not agree with you more. We are very proud of it but we feel that one in the southern area would balance up the national park economy as far as we are concerned. It would be something similar to Riding Mountain which, last year, had the second largest influx of tourists, I believe if I am not mistaken, of any of the national parks. I believe Banff national park was first and I think the Riding Mountain park in central Manitoba was the second. So, we do know there is a very, very high potential for a second national park.

Apart from the fact, as you pointed out, that there is a big monetary factor influencing the Saskatchewan government, I still think that if that southern area there was taken over and developed, for several reasons I think it would enhance the Indian economy. We have, as you know, 800 Indians in the area. With the development of it; the reforestation through the planting of evergreens similar to the process in Riding Mountain; the road building; the opening up of further lake areas and beach areas, would really stimulate a very high increase in the economy of the Indians and in their welfare, as well in as the park aspect itself. As I said, I am happy to hear that this is under continuous study and I hope it does reach a successful conclusion.

Mr. LAING: Mr. Chairman, I would like to tell the Committee that in the last four months the pressure on the parks has been enormous. We are running about 17 to 18 per cent above last year. Some of the parks in certain places in Canada, that is one or two of the western parks and some of the maritime parks, are running 100 per cent over last year. We have a deluge of people going into the parks. It is going to take a great deal of energy and a great deal of money to stay ahead of this. It is quite obvious that, if the economy stays the way it is, people are on the roads and they want more parks. It is going to be very difficult to stay ahead of it.

Mr. ROXBURGH: I have a supplementary question, Mr. Chairman. I am just wondering how far your department has progressed with promoting a national park in Ontario with the Ontario government, as we have nothing of any account. I am just wondering how they are coming along in your discussions with them and what are the possibilities?

Mr. LAING: I am told, Mr. Roxburgh, that there are close discussions going on with Ontario at the present time.

Mr. ROXBURGH: They may be close but I am just wondering how close they were. Can we get anything more in detail on that? What is the problem that is holding up the decision?

Mr. LAING: I am advised that little can be said at this stage. That is not very satisfactory, I know. I think the press has mentioned that we are looking



in the Georgian Bay area and in northern Ontario area, the top of the lakes. Mention of the general Elliott Lake area has appeared in the press already and there have been discussions in those general areas. This is not going to satisfy Mr. Roxburgh nor people from Ontario.

Mr. ROXBURGH: I was just wondering what was the attitude of the Ontario government on this business?

Mr. LAING: We are dealing with their parks and recreation people and they have been very, very co-operative, exceedingly co-operative.

Mr. ROXBURGH: Does it look, then, as if the Ontario government will eventually allow a national park in Ontario through the co-operation of your department? Is it now only a matter of detail and of finishing things?

Mr. LAING: If we accept, as a reflection of the opinion of the Ontario government, the co-operation we are getting from their personnel, the outlook is very good, indeed. I think we can do that; we are hopeful that that is the case.

Mr. ROXBURGH: Do you think Ontario will be able to have a national park by 1967? That is, at least to have it on paper?

Mr. LAING: I would not care to give an opinion on that. Mr. Roxburgh and others have been pressing to see why we cannot, even at this late stage, get a park in southern Ontario. We are very conscious that the Ontario government is aware of that situation too. That would be of great merit.

What we are trying to do is to acquire the balance of the property in Pelee, which is that little seven square mile park, to use it to full advantage to accommodate the 700,000 or 800,000 people who are jamming into it every year. It would be a tremendous advantage to have a park in southern Ontario.

Mr. ROXBURGH: There is nothing definite in northern Ontario?

Mr. LAING: Pardon?

Mr. ROXBURGH: There is nothing definite, then? It does not look too definite?

Mr. LAING: I guess it looks very expensive.

Mr. BASFORD: I am concerned not with Saskatchewan or Ontario but with British Columbia and the fact that the national parks there are all located in the eastern section of British Columbia and nothing is located toward the western part of British Columbia or close to tidewater. I am particularly concerned with the fact that in Garibaldi Park, a provincial park, we are sitting on probably one of the finest ski sites in North America which is lying undeveloped and it is estimated by skiers that \$3 million or \$4 million a year are going from the lower mainland of British Columbia to the United States to American ski resorts.

I would like to confirm that the offer of the federal government to take over Garibaldi Park and develop it with an initial development of \$10 million still stands.

Mr. LAING: The answer is yes. The approach made from Ottawa to the provincial government of British Columbia has been made by three successive

ministers. I want to tell you that Mr. Brooks, who is our chief planning officer and, indeed, formerly an employee of the parks department in British Columbia, is of the opinion that there is not anywhere in Canada a comparable area to Garibaldi capable of being built into a park of grandeur for both summer and winter. He thinks it is superbly outstanding and is on record to that effect.

We have five national parks on the Atlantic. We do not have one national park on the Pacific. This is a matter of regret to us. However, these successive approaches to British Columbia have not been fruitful, so far. It would appear to be the desire of the province of B.C. to develop the park themselves. There has been a partial, though not destructive, invasion of private enterprise into the park. I think that one of their lifts is anchored in the park and I think it is correct that there is a long lease granted to a private concern for a lift there. That is in one area. Garibaldi is a very odd park in that we would have to make an approach by three separate roads to three separate areas, not connected one to the other after the roads are in.

We have gone as far as we possibly can; the government of B.C. said there were resources there of timber and of mines. We finally told them that they could take out all the timber and all the mineralized areas and we would then move the park area westward to the river—I have forgotten the name of the river—which would enable us to absorb the full cost of about \$5 million of putting in one of the roads. It is a very expensive road through rock with, I think, a height of climb of about 5,000 feet. We agreed to do that. In other words, to take over the full cost of putting in the highway, but that did not move them either. So we have gone, at this moment, as far as we possibly can.

Public opinion, I think, if I am correct in interpreting public opinion in the province, would like a national park there. I think it would bring the government of the province of British Columbia a very great deal of revenue, probably \$8 million or \$10 million a year, and would repatriate some of the business that is going to Mount Baker and some of the other resorts, which has been pointed out by Mr. Basford.

Mr. BASFORD: You mentioned it would bring the province \$8 million or \$10 million a year in revenue. How?

Mr. LAING: In gas tax, licences, liquor profits. We think that we have definite enough figures to indicate that the two great national parks in Alberta bring into Alberta \$40 million a year in revenue. We think we can prove this.

Mr. BASFORD: When the representatives of the National and Provincial Parks Association were here, I put this problem to them and said that I thought the difficulty was simply the stubbornness and pigheadedness of the premier and asked how that could be corrected. The representatives of that association said it was just up to the voters of British Columbia. Would you agree with that?

Mr. LAING: I think Mr. Basford has made his point without corroboration from me. I know you would not ask for that.

I doubt that a government in a province is going to be elected or defeated on a park policy alone.

Mr. ORANGE: Mr. Chairman, I would just like to leave the parks for a moment.

As a result of the accident in Elsa the other day, I think the minister received a wire of which I have a copy. It is from the president of the 924 Mine and Mill Union in Elsa, Mr. McWaters. He says:

Recent tragic death for four miners in mine accident—  
You know, in Hill Mines, Yukon Territory—

makes it imperative that a full, impartial and immediate investigation into mine safety ordinances and administration of same in the territories stop. It is a fact that mine fatalities in the territories have been increasing at an alarming rate. Northern locals of mine mill have done everything possible in presentations to local authorities as well as mine managements need to sharpen safety laws and administration of mine safety acts.

Then he goes on to say:

Urgently request your office—  
the minister's office—  
to lend full support to convening suggested inquiry.

My question to Mr. Laing is, is it the intention of the department to look at the mine safety regulations as they now stand and also, secondly, I imagine there will be an inquiry into this particular accident?

Mr. LAING: In answer to this, Mr. Chairman, there is a coroner's inquest being held tomorrow in respect of this most tragic accident. The mining regulations are territorial and the mine inspector will be making a very full report thereafter. If, in the light of the inquest or statements made by the inquest jury and the mine inspector, it is indicated that a full and comprehensive inquiry is necessary, I will not hesitate to undertake it. But until the results of the inquest are known and we get a complete statement from the mine inspectors, I do not want to act.

I want to say, however, to the Committee that the previous president before Mr. McWaters has been in correspondence with us on this matter from last March, on the matter of general safety in the territory; the provision of rescue crews and so on. I want that to be known now.

This is a most regrettable accident and there has been discussion between us and the union in respect of bringing up the standards of safety in the area. I want this to be known now. However, I think I am absolutely correct in saying that until the inquest result is known and the mining inspector's report is received, we would be entirely premature in taking any action.

Mr. ORANGE: Depending on the mining inspector's report, are you prepared to take action?

Mr. LAING: I said if it was indicated as a result of the inquest. Yes, that is right.

Mr. BASFORD: If someone else would like to go first, I will yield.

Your department, Mr. Laing, as I understand it, has been extremely co-operative with the aircraft industry in assuring the proper marking of cables



and wires crossing river valleys or valleys generally. The development of the north is, to a great measure, dependent upon the bush pilot and the helicopter. Would your officials take into consideration the passing of ordinances for the north, which we still control, governing the proper marking of cables crossing valleys and rivers by private interests?

Mr. E. A. Côté (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, the marking of cables is a matter which is of general concern and regulation by the Department of Transport for the safety of aircraft. Our department has been spending a fair amount of money in the past in this regard, particularly in respect of cable wires required for the water resources cable cars measuring various rivers. The markings are huge spheres that are put under the wires so as to warn aircraft of these wires which are otherwise invisible. I think this is a general regulation of the Department of Transport and, so far as the Northern Canada Power Commission is concerned, I believe these wires are also being marked where appropriate, according to standards, and I think these are probably the only two areas in which this department has been concerned in the past, up to January 1, 1966 and has a continuing look at.

We will review the situation, in the light of the comments made, to see if there are any other areas that could be covered to meet the D.O.T. standards.

Mr. LAING: I do want to confirm Mr. Basford's tribute to the air services. This country was found and opened up by the bush pilots and they have a great record. Today, it has been confirmed and developed by regular transport services of airlines and, without this, the future of the north would be very bleak indeed. We have a policy of assisting the building of landing strips. Transport is very good in the provision of facilities. I want to confirm what Mr. Basford said about the value of air service there.

Mr. BASFORD: Mr. Côté, I did not intend my remarks to be critical and I prefaced my question by the fact that this department has been extremely co-operative in this regard.

I am concerned about private interests in the north or non-governmental people and, while your department has so much jurisdiction in the two territories, I wondered whether you could, irrespective of the Department of Transport, see to the passing of ordinances or regulations governing this situation because, in some of the other areas in the provinces, we may have some difficulty passing the type of regulations that may be necessary.

Mr. Côté: I think, Mr. Chairman, that this falls under the category of safety of flying. It is the responsibility of the Department of Transport to enforce the regulations for government and private sector. There are some private concerns, such as hydro-electric companies, which do have some lines in the Yukon and the Northwest Territories. In my view, as far as I can see at the moment, these would be the only other ones. We will have a look at it departmentally to see if there is a problem in that regard.

The CHAIRMAN: Are there any further questions?

Mr. ORANGE: Just to add a little to what Mr. Côté said. The Northwest Territories Aviation Council is vitally concerned with this particular aspect.



There was a very tragic accident in January in the vicinity of Fort Simpson where a small single engine aircraft landed at a place called Blackwater Creek. As it attempted to land, it hit the CNT wires crossing the creek and the Aviation Council were in discussion with the Department of Transport with regard to the marking of all CNT lines crossing creeks and the MacKenzie river. Now, exactly where this stands, I do not know, except that at the annual meeting of the Council, DOT indicated sympathy. However, this does not necessarily mean that they will follow it out.

Mr. CÔTÉ: We, as a department had a real experience about that; one of our water resources officers in a chartered plane was caught the same way but this particular wire had been marked. We know what tragic consequences can occur if the tail plane is sheared off by one of these wires.

Mr. BASFORD: Possibly this danger should be drawn to the attention of the Minister of Transport.

Mr. CÔTÉ: I think, Mr. Chairman, it would be up to us and possibly myself, as the chairman of the Advisory Committee on Northern Development, to bring the various departments together to consider this particular aspect and this I have undertaken to do.

Mr. DUQUET: Mr. Chairman. In this list of national parks, I see that for Quebec City the park Cartier-Breboeuf is listed. I would like to know, Mr. Laing, if you look forward to beginning work on the park next spring or before because, due to the fact that the *Grande Hermine* will be leaving Montreal in October to be transported to the Cartier-Breboeuf Park in Quebec, I am wondering if preparations are to be made to get the park ready for next fall. In the present state of the park, I do not very well see how the *Grande Hermine* could be transported there.

Mr. LAING: Well, Mr. Duquet, I am sorry I could not accept the invitation which you and others extended me to see this park. The reports I get of the present condition are not very good. It is going to require a very considerable amount of work in order to make it worthy of the *Grande Hermine*, let us put it that way. Mr. Côté informs me that there will be a clean-up this year preparatory to the removal of the *Grand Hermine* there next fall. We have not projected the amount of money that will be spent next year. That is probably a very unsatisfactory answer to you.

Mr. DUQUET: It is not, Mr. Laing, but I would like to know whether any engineers or landscapers will be going there to look at the site and see what should be done, after which perhaps they can make plans and evaluations of the work needed to be done there. I understand that if we wait until next year, it will never be ready to receive the *Grande Hermine*, as you say.

Mr. LAING: Mr. Côté will answer your question.

Mr. CÔTÉ: Mr. Chairman, the Cartier-Breboeuf Park consists of a small amount of land on the left side of the Lairet river which was deeded by the city of Quebec. On the right side of the river Lairet, this land has been acquired after a fair amount of time and negotiation because there were some constructions there. On the opposite side of the Lairet in the St. Charles river there is

need for acquisition of land for screening. The whole purpose is to have this area redeveloped into a primeval state and the land assembly has just been completed this year, in fact. There is also, after the *Grande Hermine* is in that area, the need to regulate the St. Charles river by D.P.W. and they will be making a contribution to the regulation of the St. Charles and that is fairly expensive but is essential because the Lairet is tidal.

Mr. DUQUET: I understand, Mr. Côté, that by the time the *Grande Hermine* gets there a dam will have been built by the Public Works Department and the level of the river will have been raised by ten feet in which case it would make it much easier to have the work done around the lagoon where the *Grande Hermine* is to be put.

Mr. CÔTÉ: Based on this land assembly and the now feasible plan of development, we have a general plan of development which is now being studied by our park planners, engineers, architects and landscape people with a view to starting some cleaning up work this autumn and development next year under next year's estimates so that we can start preceding the *Grande Hermine*. But it will be several years before we get a really respectable park there, in the sense that it would be available for visitors.

Mr. DUQUET: I understand that the work which will be done there by the Department of Public Works will considerably help the other work to be done on the park.

Mr. CÔTÉ: And the removal of the sewage in the Lairet which, up to now, has been an open sewer, and that is being diverted now.

Mr. DUQUET: That has already started because the City of Quebec has already undertaken to see that the banks of the river all along are cleaned, which, in fact, is now being done.

I thank you very much for the answer.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, before we pass this item, I would like some definite confirmation from the Committee that we will be visiting the parks in accordance with the resolution of the steering committee. Could we not have a definite date and cannot we have a commitment that we will hear witnesses when we are in the parks?

The CHAIRMAN: Perhaps the minister may be able to answer that. Naturally we cannot, now, set a date. I doubt very much that we could. It will depend largely, I dare say, on the date we return to Ottawa after the summer holidays. However, the minister may have a word on that.

Mr. LAING: I do not know, Mr. Chairman. I think the Committee is its own master in a case like this. I think a decision can be taken by the Committee as to the parks and thereafter to conduct itself in the way in which it wants.

I do want to make this observation; we have indicated that there is going to be some major revision to the Parks Act and I have stated, and this was confirmed by the Prime Minister very clearly, that ample opportunity would be given to those who had representations to make before those revisions were taken. My own view is that, after you have exhausted the bringing of representations here, that would include a visit to, at least, the two western parks from which a variety of protests have been coming.

I do want to say this that I think a great deal of good could be done for us by the Committee visiting other parks because we are going to have this same problem that we notice in Banff and Jasper today extend to other parks in our system. I would say that probably it is going to extend, first of all, to Fundy and the Cape Breton Island, but it is also going to appear in the Manitoba and Saskatchewan parks. I think when the representations are heard in the parks in Banff and Jasper that, at the same time, the Committee would serve a very useful purpose if it made visits to the other two western parks and also the two I spoke of in the Maritimes.

Mr. HORNER (*Jasper-Edson*): I agree but I do not agree that you are going to have the same problems that you have in Jasper and Banff because the problem again—and I do not want to hash it over any more—is the problem of the two townships and of what you are going to do about these towns.

Personally, I feel very strongly that some sort of local self government has to be given these towns. I think it is vitally important that the Committee get out there and see the problem and I think they could get a better idea of what the problem is if they do visit the other parks because there is a great deal of difference in the set-up of the other parks as compared to Jasper and Banff.

Provided that we can have the commitment that the Committee will be there and will hear representations from any interested people, then I am quite happy about it.

Mr. DUQUET: That is agreed, I believe.

Mr. LAING: I want to put this on the record. I do not think that our commitment to have these hearings from all who want to make representations would be discharged unless the Committee went to Banff or Jasper.

Mr. BASFORD: I have a supplementary to Mr. Horner's question. I have two technical questions on whether the Committee is asking the House for leave to sit while the House is not sitting because, as I understand the rules, for Committee to sit and go north in July or to the western part in September while the House is not sitting, requires special leave to sit during the recess.

Secondly, if we pass the estimates, what right do we have to examine the departmental officials either up north or in the west?

The CHAIRMAN: I have the assurance of the minister that the supplementary estimates will be referred to the Committee so that we will have an opportunity to discuss that at all times.

Mr. BASFORD: That has put my second question on the record. What about the other problem? Maybe my reading of the rules is wrong but I think for Committee to sit during a recess requires special leave because, as a member of the Pension Committee which sat during a Christmas recess, we required special leave.

The CHAIRMAN: I do not think, Mr. Basford, there is any intention of the Committee to sit while the House is in recess. I never understood that end of it. When the House is in recess we are permitted the trip to the north, that is all right, but we are not going to sit as a Committee during the recess in the same way as the Committee on the Canada Pension Plan sat during the winter.

In other words, formal sittings of the Committee are not contemplated. The



trip to the north is not considered to be formal but I anticipate that we will go to the parks when we return to Ottawa after the summer recess, so that we will be constituted as a Committee.

Mr. BASFORD: Mr. Chairman, I do not wish to be difficult, I find that contrary to my nature but, as I understood the subcommittee's report, we would endeavour to go to the parks in September.

The CHAIRMAN: No dates have been set. We will go to the parks as soon as we return back to Ottawa.

Mr. BASFORD: If September is the time chosen there is a strong possibility the House will not be sitting.

The CHAIRMAN: That, I cannot answer. I do not know when the House will resume operations.

Mr. HORNER (*Jasper-Edson*): Could we not ask for permission to sit while the House is not sitting, and then we will have it if we do go in September?

The CHAIRMAN: I think if we leave the visit to the parks as we have envisaged, until after we return from the summer recess, that would be a reasonable attitude to take. I do not think I should suggest that the members should return prior to the resumption of the sitting of the House.

Mr. BASFORD: Yes, Mr. Chairman, but it is conceivable that the House might not sit until some time in October and, with respect to you, sir, it is a lot more pleasant at Banff and Jasper in September than in November. I think the Committee should endeavour to be there in September and therefore, we are going to have special leave to go there in September.

I would move, Mr. Chairman, that the steering committee consider this problem and have the leave of the Committee to request leave of the House to sit during the recess, if that be necessary to arrange a trip to Banff and Jasper at the appropriate time.

The CHAIRMAN: I will consider that, Mr. Basford. I will consider your proposal but I do not wish to put a motion to the meeting now, as you suggest. I am just as interested to visit the park as anyone else.

Mr. LAING: Mr. Basford's insistence that he is searching for pleasant things in Banff or Jasper, raises my hopes greatly.

Mr. BASFORD: Mr. Chairman, with respect, you may not want to put a motion, but I do. I move that the steering committee consider the question of this Committee sitting in national parks while the House is in recess and, if need be, have leave to ask the House for permission to sit during the recess. I move that; I do not know whether or not I have a seconder.

Mr. HORNER (*Jasper-Edson*): I second the motion.

The CHAIRMAN: I might say, before I put the question to the Committee, that the minister has another engagement and, therefore, he is asking to leave. We are very grateful for his faithful attendance at our meetings. I want to thank him, on behalf of the Committee, for being with us this morning.

Mr. LAING: Thank you very much, Mr. Chairman and gentlemen.



The CHAIRMAN: Gentlemen, you have heard the motion, moved by Mr. Basford and seconded by Mr. Horner. Those in favour of the motion, which is to the effect that the matter be referred to the steering committee for consideration, please signify.

Mr. BASFORD: Further, Mr. Chairman, that the steering committee have leave, by itself, to ask the House for leave to sit during the recess. That obviates the necessity of having another meeting of this Committee.

The CHAIRMAN: Those in favour of the motion, please signify.

Motion agreed to.

The CHAIRMAN: I trust that you will bear with me. Now that we have heard, I believe, very considerable discussion on all items, shall Item 1 carry?

Item 1 agreed to.

The CHAIRMAN: This will conclude the consideration of the main estimates for 1966-67 of the department, excluding Indian Affairs. Shall I report the estimates and commend them to the House?

The reporting of the estimates to the House agreed to.

The CHAIRMAN: Now, before we adjourn, I wish to express the appreciation of the Committee to all the witnesses who appeared before us; our appreciation, also, to the minister, who has already been thanked for his attendance, and also to his Deputy Minister, Mr. Côté, and the officials who have been very, very faithful in attending our meetings and also in answering all questions. On your behalf, I want to thank them most warmly.

Now, this Committee is adjourned to the call of the Chair. I thank you very much for being with us.

15  
HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

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STANDING COMMITTEE  
ON  
**Northern Affairs and National  
Resources**

*Chairman:* Mr. HUBERT BADANAI

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PROCEEDINGS

No. 16

WEDNESDAY, JULY 27, 1966

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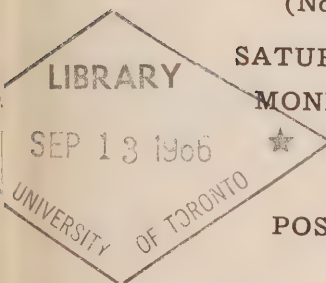
INCLUDING:  
VISIT TO NORTHERN CANADA  
(Northern Development)

SATURDAY, AUGUST 6, 1966

MONDAY, AUGUST 8, 1966

ITINERARY  
POST-TRIP SUMMARY

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai  
*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Alkenbrack  
Mr. Basford  
Mr. Dinsdale  
Mr. Duquet  
Mr. Gundlock  
Mr. Habel  
Mr. Haidasz  
Mr. Howard  
Mr. Hymmen

xMr. Kindt  
Mr. Laprise  
Mr. LeBlanc  
(*Rimouski*)  
Mr. Mather  
Mr. McKinley  
Mr. McWilliam  
Mr. Neveu  
Mr. Reid

Mr. Roxburgh  
Mr. Simpson  
Mr. Southam  
Mr. Watson  
(*Assiniboia*)  
Mr. Watson  
(*Châteauguay-  
Huntingdon-  
Laprairie*)—24.

Michael A. Measures,  
*Clerk of the Committee.*

(x) Replaced Mr. Cadieu (*Meadow Lake*) on July 14, 1966.

## ORDERS OF REFERENCE

WEDNESDAY, July 13, 1966.

*Ordered*,—That the Standing Committee on Northern Affairs and National Resources be empowered to adjourn from place to place within Canada for the purposes of obtaining further information relating to matters and projects dealing with northern development; and that for this purpose, the said Committee be authorized to sit while the House is sitting or during adjournment of the House; and that the Clerk of the said Committee and the necessary supporting staff do accompany the said Committee.

THURSDAY, July 14, 1966.

*Ordered*,—That the name of Mr. Kindt, be substituted for that of Mr. Cadieu (Meadow Lake), on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House.*





## MINUTES OF PROCEEDINGS

WEDNESDAY, July 27, 1966.  
(17)

The Standing Committee on Northern Affairs and National Resources met this day at 3.12 p.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Albenbrack, Badanai, Basford, Dinsdale, Duquet, Lundlock, Hymmen, LeBlanc (*Rimouski*), Mather, McKinley, McWilliam, Neveu, Orange, Roxburgh, Southam, Watson (*Assiniboia*), Watson (*Château-Ray-Huntingdon-Laprairie*) (17.)

*Also present:* Messrs. Barnett, Cadieu (*Meadow Lake*), Lind, M.P.'s.

Having been empowered by the House to adjourn from place to place on the matter of northern development, the Committee agreed to use this authority and to visit northern Canada, using the itinerary provided by the Department of Northern Affairs and National Resources.

It was agreed that the following be appended to today's Proceedings: the Itinerary, Appendix VII; post-trip summary, Appendix VIII.

Referring to the membership of the Committee, on motion of Mr. McWilliam, seconded by Mr. McKinley,

*Resolved:*—That the Committee recommend to the House that the names of Messrs. Lind, Barnett and Cadieu (*Meadow Lake*) be substituted for the names of Messrs. Haidasz, Howard and Kindt and that the Chairman report to the House accordingly.

At 3.15 p.m., the Committee adjourned to the call of the Chair, and then entered upon informal proceedings wherein the members were briefed by departmental officials in preparation for the Committee's visit to northern Canada departing from Ottawa tomorrow, Thursday, July 28th and scheduled to return Monday, August 8th.

Michael A. Measures,  
*Clerk of the Committee.*

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\* At the Chairman's request, a record of these informal proceedings is appended at the end of this Issue; Appendix IX.

## DELIBERATIONS

(Recorded by Electronic Apparatus)

WEDNESDAY, July 27, 1966.

● (3.10 p.m.)

The CHAIRMAN: Gentlemen, we have a quorum.

I am very pleased to extend to the Minister, his Deputy Minister, his officials and every member of the Committee a warm welcome to this meeting. I am very pleased to see that we have a quorum at the meeting.

Having been empowered by the House to adjourn from place to place on the matter of northern development, it is in order for us now to formally agree to use this authority. Is it agreed then that we visit northern Canada using the itinerary provided by the Department of Northern Affairs and National Resources, copies of which you have received? Is it also agreed that the itinerary be appended to today's minutes of proceedings as well as a summary after the trip? Agreed?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: We have a motion moved by Mr. McWilliam and seconded by Mr. McKinley that the Committee recommend to the House that the names of Messrs. Lind, Barnett and Cadieu (*Meadow Lake*) be substituted for the names of Messrs. Haidasz, Howard and Kindt on this Committee and that the Chairman report to the House accordingly.

Mr. McKINLEY: I so move, Mr. Chairman.

The CHAIRMAN: All in favour of the motion, gentlemen?

Motion agreed to.

I now adjourn our formal proceedings to the call of the Chair and we will sit informally to hear the briefing of the departmental officials in preparation for our trip to the north departing tomorrow from Ottawa.

## MINUTES OF PROCEEDINGS

SATURDAY, August 6, 1966.

(18)

The Standing Committee on Northern Affairs and National Resources met this day at 9.50 a.m., at Woodchopper's Monument just inside Alberta at its order with the Northwest Territories, latitude 60°. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Albenbrack, Badanai, Basford, Dinsdale, Duquet, Gundlock, Hymmen, LeBlanc (*Rimouski*), Mather, McKinley, McWilliam, Neveu, Roxburgh, Simpson, Southam, Watson (*Assiniboia*), Watson (*Châteauguay-Huntingdon-Laprairie*) (17).

*Also present:* Messrs. Barnett, Cadieu (*Meadow Lake*), Lind, M.P.'s.

On a suggestion of Mr. Cadieu (*Meadow Lake*), having discussed the significance of Eldorado mining in the north, it was agreed that the Committee would make a previously unscheduled side trip to Eldorado City and Eldorado Mining Company on the morning of Monday, August 8, 1966, en route to Fort Churchill from Yellowknife. For that day, a consequent earlier take-off time of 7.00 a.m. was scheduled for the chartered aircraft from Yellowknife.

The Committee adjourned at 10.05 a.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*

MONDAY, August 8, 1966.

(19)

The Standing Committee on Northern Affairs and National Resources met this day at 9.15 a.m. in the private dining room of the Yellowknife Hotel, Yellowknife, N.W.T. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Alkenbrack, Badanai, Basford, Dinsdale, Duquet, Gundlock, Hymmen, LeBlanc (*Rimouski*), Mather, McKinley, McWilliam, Neveu, Roxburgh, Simpson, Southam, Watson (*Assiniboia*), Watson (*Châteauguay-Huntingdon-Laprairie*). (17)

*Also present:* Messrs. Barnett, Cadieu (*Meadow Lake*), Lind, M.P.'s.

The Chairman explained that, due to a fault in an engine of the aircraft which was discovered after yesterday's flight and the consequent necessity of Lordair flying in a new aircraft from the south, the Committee's departure from Yellowknife would be delayed by approximately four hours to 11.00 a.m., from the 7.00 a.m. scheduled for the newly planned visit to Eldorado.



In view of the foregoing, the Chairman asked for the members' comments on the side trip to Eldorado.

After considerable discussion which referred to the enthusiasm of the Eldorado people, the dubious quality of a mere touch-down visit to Eldorado, previous itinerary commitments, and possible compromise to members' commitments in Ottawa due to further delay;

It was moved by Mr. Mather, seconded by Mr. Roxburgh,

That the Committee fly from Yellowknife direct to Fort Churchill and then on to Ottawa, thus eliminating the visit to Eldorado City and Eldorado Mining Company.

An amendment was moved by Mr. Simpson, seconded by Mr. Watson (*Assiniboia*).

That the Committee fly from Yellowknife direct to Eldorado for a brief visit en route to Fort Churchill.

On division, the amendment was negatived: 5 yeas, 8 nays, 4 abstentions.

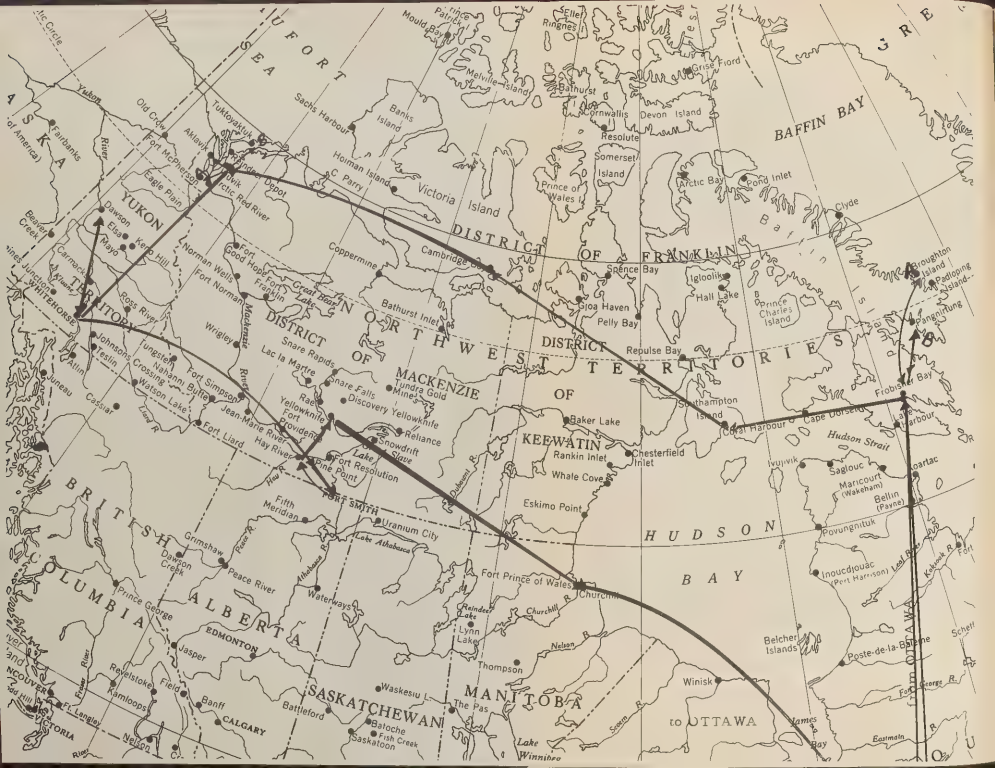
On division, the motion was carried: 8 yeas, 4 nays, 5 abstentions.

It was agreed that a pertinent telegram over the Chairman's signature be dispatched to Eldorado, conveying as well the Committee's regrets.

The Committee adjourned at 9.50 a.m. to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## APPENDIX VII

## ITINERARY\*

Date	Leave	Arrive	Approx. Mileage	Remarks
July 28	Ottawa.....	9:00 a.m. <u>Frobisher Bay</u> .....	4:00 p.m. 1300	Lunch on plane Dinner, Frobisher
GROUP "A"				
July 29	Frobisher.....	11:00 a.m. Broughton Is.....	12:30 p.m. 300	Breakfast Frobisher
	Broughton Is.....	4:00 p.m. <u>Frobisher Bay</u> .....	5:30 p.m.	Box Lunch Broughton Dinner Frobisher
GROUP "B"				
	Frobisher.....	11:00 a.m. Pangnirtung.....	12:30 p.m. 200	Breakfast Frobisher
	Pangnirtung.....	4:00 p.m. <u>Frobisher Bay</u> .....	5:30 p.m.	Box Lunch Pangnirtung Dinner Frobisher
July 30	Frobisher.....	9:00 a.m. <u>Coral Harbour</u> .....	11:30 a.m. 425	Breakfast Frobisher Lunch, Dinner Coral Harbour
Visit to Eskimo Village and Northern Affairs Establishment (boat)				
July 31	Coral Harbour.....	9:00 a.m. <u>Cambridge Bay</u> ....	12:30 p.m. 675	Breakfast Coral Lunch, Dinner Cambridge Bay
Aug. 1	Cambridge Bay....	9:00 a.m. <u>Inuvik</u> .....	12:30 p.m. 700	Breakfast Cambridge Lunch, Dinner Inuvik
GROUP "A"				
	Inuvik.....	2:30 p.m. McPherson.....	3:30 p.m. 75	
	McPherson.....	5:30 p.m. <u>Inuvik</u> .....	6:30 p.m. 75	
Possible short stop at Arctic Red River if time permits.				
GROUP "B"				
	Inuvik.....	2:30 p.m. Tuktoyaktuk.....	3:30 p.m. 75	
	Tuk.....	5:30 p.m. <u>Inuvik</u> .....	6:30 p.m. 75	
Possible Short Stop at Reindeer Station				
OPTION #1—A.M.				
Aug. 2	Visits to local points of interest in Inuvik.....			Breakfast, Lunch, Dinner Inuvik
OPTION #2—A.M.				
	Inuvik.....	8:30 a.m. Aklavik.....	9:15 a.m. 50	
	Aklavik.....	11:15 a.m. <u>Inuvik</u> .....	12:00 noon 50	
P.M.				
Ceremonies re-completion of C.N.T. landline to Inuvik.				
Aug. 3	Inuvik.....	9:00 a.m. <u>Whitehorse</u> .....	12:00 noon 550	Breakfast Inuvik Lunch, Dinner Whitehorse
Aug. 4	Whitehorse.....	9:00 a.m. Dawson city.....	11:00 a.m. 200	Breakfast Whitehorse
	Dawson.....	4:00 p.m. <u>Whitehorse</u> .....	6:00 p.m.	Lunch Dawson city Dinner Whitehorse
OR				
Tour of Whitehorse and environs if no suitable aircraft available for Dawson city				
Aug. 5	Whitehorse.....	9:00 a.m. Pine Point.....	1:00 p.m. 700	Breakfast Whitehorse
	Pine Point.....	5:00 p.m. <u>Fort Smith</u> .....	5:30 p.m. 100	Lunch Pine Point Dinner Fort Smith
Aug. 6	Fort Smith.....	9:00 a.m. Hay River.....	10:00 a.m. 170	Breakfast Fort Smith
	Hay River.....	3:00 p.m. <u>Yellowknife</u> .....	4:00 p.m. 125	Lunch Hay River Dinner Yellowknife
Aug. 7	Tour of points of interest in Yellowknife and District.			
Aug. 8	Yellowknife.....	8:00 a.m. Churchill.....	12:00 noon 735	Breakfast Yellowknife
	Churchill.....	3:00 p.m. <u>Ottawa</u> .....	9:30 p.m. 1225	Dinner on plane.

\* Overnight points underlined.



## APPENDIX VIII

*Post-Trip Summary of the Visit to Northern Canada**The party:*

*Members of the House of Commons:*—Messrs. Alkenbrack, Badanai, Basford, Dinsdale, Duquet, Gundlock, Hymmen, Laprise, LeBlanc (*Rimouski*), Mather, McKinley, McWilliam, Neveu, Orange, Roxburgh, Simpson, Southam, Watson (*Assiniboia*), Watson (*Châteauguay-Huntingdon-Laprairie*), Barnett, Cadieu (*Meadow Lake*), Lind.

*Clerk of the Committee:*—Mr. Michael A. Measures.

*From the Department of Northern Affairs and National Resources:*—Messrs. Gordon, Assistant Deputy Minister, Northern Affairs; Stevenson, Administrator of the Arctic; Doyle and Nault, Administrative Officers, Northern Administration Branch.

*Media Representatives:*—Mr. Tissington, Parliamentary correspondent for the Thomson newspapers; Mr. Ramsay, CBC News; M<sup>me</sup> Guay, Radio Canada.

*Air Crew:*—Messrs. Patterson, pilot; Parsons, co-pilot; Lee, navigator; Mahydy, engineer; Turgeon, steward.

*The aircraft:*—DC-4 chartered from Nordair Limited.

*Thursday, July 28, 1966:*

In the evening at Frobisher Bay, Baffin Island, the Committee met, informally and publicly, for five hours with the Council of the Apex Hill Community Association. The Council consists of 13 persons, all elected, of which 8 are Eskimo and 5 white (thus the Council is integrated), representing the proportion of eskimos and whites in the population. Greetings, introductions, questions, answers and dialogues were exchanged between Members, the Council, and the public, in the Eskimo and English languages, with all words interpreted by two Eskimo interpreters. Referred to were: adult education and radio, child education, medical care in Frobisher Bay and outlying areas, aid to private enterprise, tourism, hunting, food, parliamentary representation, Eskimo-white differences in standards of living, northern administration, sewage, local autonomy, financing of co-operatives, teaching, housing, recognition given the Council by federal government departments.

*Friday, July 29, 1966:*

Due to unfavourable flying weather, scheduled sidetrips from Frobisher Bay were cancelled.

In the morning at Frobisher Bay, the party toured: the Ikaluit (means fish Co-op' store, Apex Hudson Bay store, hospital, Northern Canada Power Commission, school, an Eskimo dwelling.

In the afternoon, the party was briefed in their respective functions by: the Regional Administrator of the Department of Northern Affairs and National Resources, the CBC director, Department of Transport airport manager, post master, RCMP inspector, commanding officer HMCS Frobisher, manager Northern Canada Power Commission.

July 27, 1966.

NORTHERN AFFAIRS AND  
NATIONAL RESOURCES

595

*Saturday, July 30, 1966:*

At Coral Harbour, Southampton Island, in the afternoon, one part of the party toured an Eskimo settlement some ten miles by land and water away from the airport. The other part of the party toured the settlement in the evening and spent the night there.

*Sunday, July 31, 1966:*

At approximately 1.45 EST, the party crossed the Arctic Circle by air.

In the afternoon at Cambridge Bay, Victoria Island, the party toured: Eskimo housing, schools, the RCMP station, and observed the wreck of Amunson's ship, Maud.

In the early evening, a tour was taken of the nursing station: the pharmacy, operating room, wards, X-ray facilities; and the two nurses were questioned on their work.

In the evening, the Committee met, informally and publicly, for over two hours with the Community Council, with English-Eskimo interpretation; greetings, introductions, questions, answers and dialogues were exchanged with the Council members and the public. Referred to were: welfare, the fishing co-operative, migratory birds, hunting, child education away from home, grades for a new school, adult education, employment, health and medical services, mining trades, alternatives to welfare payments.

*Monday, August 1, 1966:*

At Cambridge Bay in the morning, the party toured a handicraft shop and the DEW Line site.

In the afternoon at Inuvik, District of Mackenzie, the party divided into two groups for sidetrips by pontoon aircraft. The group which flew to Fort McPherson held a public meeting with the Citizens' Council, toured an Indian village, and stopped over at Arctic Red River. The group which flew to Tuktoyaktuk toured: the nursing station, Hudson's Bay store, fur and knit handicraft store; and observed the curing of whale meat. At Tuktoyaktuk, community problems were discussed at a public meeting with the Eskimo Council; the Eskimo president of the Community Association presided as Chairman.

*Tuesday, August 2, 1966:*

In the morning at Inuvik, part of the party flew by pontoon aircraft for a sidetrip to Aklavik; Members toured the settlement and visited a fur co-operative. The other part of the party toured Inuvik: the waterworks, Scientific Research Laboratory, new fur sales centre, Eskimo co-op' housing, unserved housing, Northern Transportation Corporation, new dock area, Imperial Oil's seismograph camp, Northern Canada Power Corporation, firehall, RCMP barracks, Inuvik General Hospital.

In the afternoon, the party attended ceremonies marking the opening of the Canadian National Telecommunications' telephone and telegraph "land line" to Inuvik.

In the evening at dinner, the Commissioner of the Northwest Territories was the main speaker and referred to work in the north by Denmark, Russia and Canada.

After dinner, the party met with the Inuvik Advisory Council for more than an hour and a half, with the Commissioner in attendance. Referred to were: the utilidor system, housing, one building complexes as effected in the Russian arctic, apartment living.

*Wednesday, August 3, 1966:*

In the afternoon at Whitehorse, Yukon Territory, the party toured Whitehorse: included were a modern library, a modern minimum security detention establishment under construction, an Indian graveyard, the Klondike paddle wheel steamer up on land and under renovation for display, the power dam with salmon run.

*Thursday, August 4, 1966:*

In the morning at Whitehorse, after a sourdough pancake breakfast, the party toured a school and then took a trip on the Yukon River and visited New Imperial Mine.

In the afternoon from Whitehorse, the party flew to Dawson City on a sidetrip. A small part of the party flew from Dawson City to visit the asbestos mine at Clinton Creek. The bulk of the party toured Dawson City's environs: No. 11 gold mining dredge at work, "monster" at Bear Creek, Robert Service's cabin where he was portrayed in a monologue, Midnight Dome overlooking Dawson City and Klondike valley.

In the evening, the party attended the Gaslight Follies at the reconstructed Palace Grand Theatre.

After the show, the party returned to Whitehorse by air.

*Friday, August 5, 1966:*

In the afternoon at Pine Point, District of Mackenzie, the party was briefed by the mine superintendent with a mining flow-chart and then toured the pits and the operation of the crusher, ball grinder, concentrator (using water bubble floatation), and dryer.

In the evening at Fort Smith, District of Mackenzie, the party toured en route to the hotel.

After dinner, the Committee met, informally and publicly, for more than three hours with members of the Fort Smith community, with an exchange of greetings, introductions, questions and answers. Referred to were: communication between Indians and public servants, the Indian's place in the community, language problems, education, employment, trades training, work attitudes, CBC services, development of local leadership and autonomy, medical services, roads, liquor, costs of living, social workers.

*Saturday, August 6, 1966:*

In the morning, during a short tour of Fort Smith and environs, the Committee met formally at Woodchopper's Monument (see *Minutes of Proceeding for this day*, page 591 in this Issue).

In the afternoon at Hay River, District of Mackenzie, the party toured the new townsite: the Federal Building, arena, city hall; and the pentecostal hospital.

In the evening, the party flew to Yellowknife.

*Sunday, August 7, 1966:*

In the afternoon at Yellowknife, District of Mackenzie, the party's tour included: Giant Yellowknife Mine site, Con mine, public and separate schools, a new hospital under construction.

*Monday, August 8, 1966:*

In the morning, the Committee met formally in the Yellowknife Hotel (*see Minutes of Proceedings for this day, page 591 in this Issue*).

In the evening at Fort Churchill, Manitoba, the party toured: an Eskimo vocational training area (welding, sheet metal, carpentry, outboard engine overhaul, drafting) an Eskimo village, a craft shop, an Indian village where the Chief was interviewed.

In the evening, the party departed Fort Churchill for Ottawa.

**NOTE:**

On all stops during this visit to the north, members of the Committee had informal discussions with leaders and members of the communities visited.

Total air distance flown was approximately 7,700 miles.



## APPENDIX IX

INFORMAL PROCEEDINGS  
(Recorded by Electronic Apparatus)

WEDNESDAY, July 27, 1966.

The CHAIRMAN: Probably the Minister would like to say a word at the beginning of the informal proceedings. Mr. Laing, would you care to say anything?

Mr. ARTHUR LAING (*Minister of Northern Affairs and National Resources*): Mr. Chairman, I appreciate the opportunity of being here on the advent of your departure for the north. I am not going to deal with the itinerary or any detail. I think Mr. Côté will be speaking to you afterwards but I do want to say that I think that from the point of view of our Department this is one of the more important things that we have done. We have had a House of Commons for many years. I do not think we have ever had more than two or three or four members of that Commons who were conversant with the problems and the geography of northern Canada. We will now, after your visit, have some 22.

This is very worrisome to me, this itinerary of yours because I fully expect to be looking across the carpet next year to some people who are bigger experts than I because you are going to places that I have not been.

We are dealing, gentlemen, with an area of almost 40 per cent of Canada that has about two-tenths of one per cent of Canada's population. There are areas on the eastern side of the high Arctic, where you will be visiting, where the population is about one person per 279 square miles.

There are people in Canada who still say that our Department and successive governments are making a mess up there. You should stay away from these Eskimo people and leave them alone. You are killing them. This just happens to be part of Canada. It is a part where we have to exercise our sovereignty. It is a part where in co-operation with our allies, we have to maintain a defence force, and we are doing that. It is an area of Canada where we are beginning to see that we have riches that we never realized before. When I tell you that in the Northwest Territories alone the production of minerals in 1965 rose from \$17 million in 1964 to \$74 million in 1965 and when I tell you that it will be in excess of \$100 million this year, from the Northwest Territories alone, I am giving you some idea of the riches that are there.

Some of you are going to get the shock of your lives. People like Jack Roxburgh, who is so familiar with his rich sand of Norfolk, when he sees the geology that is up there, because you are going to see geology, not soil, and you are going to say, "what on earth ever brought people here." It is a little late to ask the Eskimos why they went up that far and you would not get a reply anyway. There are other people who say, "let us bring them all out." As a matter of fact, one man, one time when he was a cabinet minister, said we could put them up at the Royal York hotel cheaper than doing the things that we are doing up there.

Gentlemen, I have, out of my fantastic visit to Siberia last year, an idea of the potential that lies in our area because I think that our north is the same as Siberia. I am particularly concerned and interested in the last 48 hours of reading in the press that an arrangement has been made between Japan and the Soviet Union for a capital participation in the development of eastern Siberia. How a Communist country arranges, with a country like Japan for a capital participation and development, I do not know but I would sure like to find out. The fact of the matter is that Siberia is exceedingly rich. We are of the opinion that our North is just the same.

There has been a tremendous amount of recent mineral development. When I came to the Department I said that it is essential that we do our best to put an economy under the feet of the people that live there because I found that in the Northwest Territories alone we are putting about \$45 million per annum of taxpayers' money from southern Canada in to maintain the people in the Northwest Territories. This is no good in the long run at all. We have got to get some value, some wealth out of that. We have got to educate the people to participate in the development of the resources that lie there or we are not going to have satisfaction in that particular area. We are moving in that direction.

I issued instructions that primary importance was to be attached to the development of resources and the encouragement of private money in that area. That is what we have been primarily doing.

You are dealing with people that are primitive in our sense of being primitive. I do not know by what sense of arrogance we who live in so-called civilized parts of Canada think that we are ahead of them. I am not sure. When I first went up there I said to the Eskimos that I was less concerned about my impression of them than their impression of me. You are dealing with, as a matter of fact, a people who are extremely sensitive, artistic, capable, magnificent little people with machinery and you are going to find an energetic people. You would have to be energetic to stay alive in some of that country in the wintertime. It is one of those areas of which I am sure the poet spoke when he said "better dwell in the midst of alarms than rule in this horrible place". This is some of the country that you are going to see.

You are going to see the Yukon as well which had a political history that quiet antedated anything in the Northwest Territories and which is much more mature in its development. You are going to be asked about what we are going to do and you are going to ask yourselves what we are going to do to move the type of government that they have there at the present time which is largely centred upon the actions that we take out of Ottawa more closely to the people that live there.

About one and one half years ago we appointed the Carrothers Commission consisting of Dean Carrothers of the University of Law of Western Ontario, Mr. Sean Beetz and Mayor Parker of Yellowknife, whom you will meet. They will be reporting to us in the matter of a few weeks. Their Commission was set up to predict and define for us the possible developments of government in the territories. This, we are firmly committed to. We admit that we have got to move government closer to the people who live there than we are doing at the

present time. The people that are there do not want the proposal of some of the provinces to move the provincial boundaries north. After all, these are pioneers and they have been there many years. If there is riches and wealth there, they want to participate in this development and they want some form of government. They say provinces. They want some form of government in which their pioneering spirit and efforts are being reflected. This is wholly understandable.

Gentlemen, most of you, I hope, are not too different than I when I first went north. I thought this had opened up an entirely new avenue of interest in my life. It is one of the most interesting areas in the world.

There are not many northern nations. We are one of the very few northern nations. We should be extremely proud that we are a northern nation because our prairies have northern conditions too, in the wintertime, and much of Canada has. Indeed, climatic conditions are not any more bitter in much of the north than they are in the provinces which we call southern Canada.

I do hope that you take full advantage of the facilities that have been provided. You are not going to have the comforts you have at home but they will be quite adequate. I told Lawrence Watson that he is not going to like the whale blubber and he will be anxious to get back to steaks. The food and the accommodation for you will be excellent, even by Ottawa standards, but I hope that you do pay attention to the problems that we are confronted with and that our men are confronted with in a very difficult area.

A book has been prepared for you about the resource potential. We think there is going to be a great deal more mineral exploration.

You are going to Pine Point?

An hon. MEMBER: Yes, sir.

Mr. LAING: You will see at Pine Point one of the richest and one of the larger mining operations on this continent. We think there are a great many more of similar value in the Territories and in the Yukon. In our high north there is about 65 per cent or 70 per cent of the sedimentary rocks that we have in Canada. Not all sedimentary rock has oil in it but all oil is found in sedimentary rocks. We are going to have a very heavy exploration in the north for oil immediately ahead of us so that we are going to make, economically something out of this area.

I am delighted that 22 members, eight per cent of the House of Commons has an opportunity to see the problems, to meet the people and I would think sympathetically assist us in the future in trying to do a good job. Thank you very much.

The CHAIRMAN: Thank you, Mr. Minister.

And now I shall call on the Deputy Minister, Mr. Côté, to introduce his officials who will brief us on this particular excursion into the far north.

Mr. E. A. CÔTÉ (*Deputy Minister, Department of Northern Affairs and National Resources*): Mr. Chairman, I might say to the members of the Committee that I am personally very sorry not to be able to be along with you on this trip. However, the Assistant Deputy Minister dealing with Northern Affairs, Mr. John Gordon, has been asked by the Minister and myself to accompany you on this trip.



Mr. John Gordon has had a varied experience in government circles dealing with the indigenous people. He has been with the Indian Affairs branch for a number of years up to 1964 following which he has been with this Department responsible for Northern Affairs. A good deal of the policies which recently have come to the fore have been evolved under his direction. He will be accompanied by a small group of officials who, with the material that has been put forward in this book, with you will be able, I think, to answer most of the questions.

I do not propose, Mr. Chairman, to say much more than this. I think that the broad context in which northern development is to take place has been set out by the Minister in very lucid and striking terms. We are reorganizing the Department now that Indian Affairs is with us in order to deal with the northern problems in a more cohesive manner than has hitherto been the case. Formerly, Indian Affairs dealt with Indians and Northern Affairs dealt with Eskimos and others, and now we are moving towards dealing with the whole of the population by one unit—one group.

The problems which are on the horizon both in the Yukon and the Northwest Territories are problems, as the Minister outlined, of government on the ground. There are a lot of problems in connection with that. The jurisdiction theoretically is divided now, but the people to carry out the government on the ground are on the staff of Northern Affairs and not on the staff of the territorial government. The authority is still in Ottawa and is not generally on the ground and this will have to be done. There are not inconsiderable problems dealing with the resources because the resources are a federal asset and likely to remain that way for some time; how long we do not really know, but the resources there are being exploited for the benefit of the people there and for the benefit of all Canadians. There is a very small number of people in the Northwest Territories and the Yukon, something in the order of 45,000 and the problems of dispersion, the problems of autonomy, due to autonomy by raising their own taxes and running themselves is a very great problem; they are not at the moment raising very much money; the circumstances are very difficult here, but this is one of the aspects that has to be considered in the question of the development of government.

Now I would ask, Mr. Chairman, that Mr. Gordon say a few words and maybe those aspects expressed by other members.

Mr. J. H. GORDON: (*Assistant Deputy Minister*): Mr. Chairman and gentlemen, I think you probably will be hearing a good deal from me during the course of our trip in connection with our housekeeping and traffic control problems so I will keep my remarks to a bare minimum.

We thought for the purposes of this afternoon that we would have senior ranch people introduce the programs for which they are responsible. We are going to try to keep our remarks individually down to five minutes, Mr. Chairman, with the idea of spanning this as quickly as possible and giving a chance for any questions or discussions that you might wish to pursue.

Just a few points if I may, Mr. Chairman. First of all, in recommending the itinerary to you, we were limited by the size of the aircraft and the size of the party to the places that we could go, but we were very anxious, as the Minister



has noted, that you see not just the standard places on the milk run but that you get into some of the out-of-the-way spots that most of the casual visitors to the North do not normally see, and we tried to do this by optional trips. Here we have to use smaller aircraft from central points and there will be options for trips to various points.

The summer is a good time to travel in the sense that there is unlimited daylight and the weather is comfortable. One unfortunate feature of it is that the schools and the hostels will be empty and there is nothing more bleak and academic than an empty echoing classroom or a big echoing hostel.

Our educational program is of such vital importance, Mr. Chairman, that I do hope on another occasion that some members at least will be able to get into the north and to see our educational program in operation with children in the classrooms and children in the hostels.

One more general point, if I may. We shall be travelling with relative ease and I hope comfort; it is very important to bear in mind that this kind of communication is not available to the great majority of the people in the Arctic and consequently these communities that you will be seeing are substantially isolated one from the other.

Now each of us in the Department who will be going on this trip with you will be very anxious to help you to see everything that you want to see and we will be trying our best to answer your questions, and that applies not only to the people that are on the trip with you but those whom you will meet on site. I do hope we will be able to help you to have a very successful and rewarding trip.

Now if I may, Mr. Chairman, at this time, with your permission, I would like to introduce the officers of the branch who will be talking to you. The first is Mr. Bolger; would you stand up please. The Acting Director of the branch Mr. Bolger is going to have to double in brass for some of his division chiefs who are away on holidays. Mr. Yates; if you would stand up please. Mr. Yates is our chief engineer. Mr. Don Simpson, director of our educational program. Mr. John Evans, Director of our industrial division. Mr. Digby Hunt, Director of our resources development branch; and a gentleman whom you will get to know very well, Mr. Alex Stevenson, who is our stalwart conducting officer and a veteran of very many years in Arctic service.

I would also, if I may, like to introduce at this time two other members of the branch who will be with us to help out in every way they can. Mr. Andre Nault, who will be with Mr. Stevenson, and Mr. Joe Doyle.

There are other members of the branch present but these are the ones who will be identified with the presentations.

The CHAIRMAN: Thank you very much, Mr. Gordon. Are there any questions to be asked of Mr. Gordon now? If not we will ask the next official to speak. Are there any questions? All right, then, Mr. Gordon.

Mr. GORDON: I would like, then, Mr. Chairman, to call on Mr. Clare Bolger to give a general introduction to the work of the branch and to speak briefly in connection with our territorial program.

Mr. C. M. BOLGER (*Assistant Director, Northern Administration Branch*): Mr. Chairman and gentlemen, I will try to give you a very brief description of the purpose and objectives of the northern administration branch. I am sure that the committee work has given you a considerable insight into our job; the remarks of the Minister, and Mr. Côté and Mr. Gordon today have given you further insight.

To summarize it very briefly, our job is the development of the north and the provision of services to the northern people. This ranges through economic services, as mentioned by the Minister; the key to the whole situation is economic development; we have an economic development program about which you will hear this afternoon; social services, education and welfare speak for themselves. We are concerned with political development, with a small "p"; the development of local councils, improvement districts and municipalities in the north. We are concerned with physical development; the provision of roads to provide access to northern communities; the provision of remote air strips for communication purposes, and many other facilities of this kind.

Now I noticed in reading the minutes of the Committee that the vice-chairman had asked if at this briefing we might try to clarify the various roles of the branch as between federal activities, territorial activities and other activities. This is a complicated subject. I will try to explain it as best I can with the aid of these charts.

We are employing in the northern administration branch a number of people who are carrying out functions some of which are federal, some are territorial and some are municipal; and some are virtually quasi commercial. I will show you what I mean by use of these charts. All these functions at the moment are being carried on by federal civil servants employed by this branch.

I have listed the federal activities here and they pretty well speak for themselves I think. Resource administration, the conduct of Eskimo affairs, the conduct of Indian affairs in the Mackenzie District; the northern administration branch does not assume this responsibility in the Yukon yet. We advise the Minister on all aspects of territorial affairs; we negotiate federal territorial financial agreements which I will say a word or two about later on; review territorial legislation; we are responsible for highway construction and maintenance and remote air strip construction and maintenance.

Now these charts as I have made them up are not exclusive, but this is a pretty good example of the range of federal activities in which we are engaged.

We go to the next chart. We get into territorial business and in the main this is territorial business that we do in the Northwest Territories. The Yukon Territory has a large public service established for many years which carries out most of the functions shown on this chart. Here we have education, welfare, labour legislation, business and professional licensing, game, local taxation, property and civil rights, vital statistics, motor vehicle control, hospital insurance, workmen's compensation and public utilities control. Again the list is far from exhaustive. You name the activity, we have got it.

I should mention that the split is not quite as easy as the charts would tend to indicate. I said, for example, that the conduct of Eskimo affairs is federal

business. I said here that education is territorial business, but it is not all that cut and dried. At the moment the territorial council certainly has authority in the field of legislation; to legislate respecting schools; but the schools at the moment are operated by federal civil servants and the territorial government contracts with the Department of Northern Affairs to provide schools for those children who are a territorial responsibility; who are really the children who are not Indians and not Eskimos, so there is an overlap here and I hope this is clear to members.

Finally, the third group of activities in which again officers of Northern Affairs are engaged are shown on this chart, and again principally in the Northwest Territories because in the Yukon they are done by either territorial or municipal employees.

Municipal type services: water and sewer, garbage collection, power generation and distribution, done in the larger settlements by the Northern Canada Power Commission; in the smaller ones by the northern administration branch. Fire protection, local road construction and maintenance. We come to still another group of activities which are called here quasi-commercial; fuel oil distribution and sale; in all the smaller communities we are doing this; handicraft production and sale, fishery, logging; these will be covered briefly in the talk later on on economic development. But this is the kind of range of activities in which we are involved and while the Carrothers Commission, as the Minister mentioned, sort of holds the key to future development. We have been working in the direction that those things which are shown listed as territorial functions and municipal functions, the federal department will gradually disengage itself from those things, and those duties will be taken on by a developed territorial public service.

The organization then, very briefly, to carry out the task, I show it here as the headquarters organization and field. There is the director of the branch, who is Mr. Carter whom many of you saw here at committee meetings; the division: education, engineering, financial and management, industrial, territorial and welfare. We will hear a little bit about each one of those this afternoon, if time permits.

The field organization; in general, the people fall into these disciplines and the people you will meet as you travel through the north will, in the main, be in these disciplines in one way or another.

The field establishment is basically three major units: The Yukon Territory under a Commissioner, who is situated at Whitehorse; and two administrative districts, one for the Eastern Arctic and you will have Mr. Stevenson accompanying you now on the trip; the administrator of the Mackenzie is based at Fort Smith and administers his district out of there; you will meet him at Cambridge Bay. I believe he is to join your party there, so you will get acquainted with both of these gentlemen en route.

Below the district level we go to regional headquarters and area headquarters, which you will hear about, I am sure, as you go along the route. You will be visiting many of our regional headquarters at places like Frobisher Bay and Inuvik.



The people and the dollars to do the job that I have tried to describe, the staff of the branch, totals about 1,700 people, the branch headquarters in Ottawa with 260, the Arctic District office with 90 people, for a total of 350 in Ottawa; situated in Northern Canada about 1,350 people doing the variety of jobs I described on charts 1, 2 and 3.

Our expenditures, as I am sure members will realize from the Committee, total about \$45 million; operation \$27 million; construction \$17 million; and there are statutory grants to the governments of the Yukon and Northwest Territories in a further \$6 million. So it is big business; there is a matter of \$50 million involved in the administration of these affairs.

Now that is the over-all picture of the branch. If I could spend two minutes on telling you what the territorial division does: I have tried to list it briefly here. Some of the things it does are territorial and some of the things it does are federal, like most other things. I see Mr. Dinsdale smiling down there, he has been through this before.

A major task for this division is the negotiation of federal-territorial financial agreement revisions. Each territory operates under a financial agreement with the government of Canada whereby operating grants are given to enable them to provide a certain standard of territorial services. This calls for a complete periodic review of all the activities of each of the territorial governments. It involves officers of Treasury Board, needless to say, and other federal departments who are concerned, especially the Department of Health and Welfare, and it is a fairly comprehensive process which will now lead, we hope, to new agreements with both territories the 1st April, 1967, which is the expiry date of the current agreement.

This division advises the Minister on territorial affairs, administers Northwest Territories ordinances, administers Northwest Territories activities such as these I have listed here. The game administration; a complete hospital insurance system; there is a complete workmen's compensation system; centennial business is a major activity at the moment; labour legislation in many new fields is being developed at the moment and this division is concerned not with the final legal wording of the legislation but with helping to devise what the territories require and what goes into it.

In addition it administers federal activities such as land management and forestry management. It is concerned with logging operations lumbering operations in the North, the forest fire situation which, incidentally, is very bad in both the Northwest Territories and the Yukon at the moment and you are likely to see evidence of forest fires and hear a good deal about them; you are travelling at the height of the forest fire season. We spent some time yesterday getting some additional experienced crew leaders from the Mackenzie over to the Yukon and one or two people from the National Parks going into the Yukon as well, where there is a very bad fire. So you will see something of that as you go.

Now that is roughly the program of the territorial division. I would be glad, Mr. Chairman, to answer any questions that may arise on the over-all branch or the territorial division. If there are none we could go on, with your permission, with the engineering division and Mr. Yates.



The CHAIRMAN: I think probably it would be more expeditious if we proceed with the engineering division.

Mr. A. B. YATES (*Chief, Engineering Division, Department of Northern Affairs*): Mr. Chairman and gentlemen, in this few minutes I would just like to outline the engineering cost and give you some idea of the program we are carrying on.

The term "engineering" in this context covers architectural design and town planning, as well as purely engineering.

The task basically consists first of all to design and build the schools, hostels, houses, warehouses, power generating plants, water supply facilities, sewage disposal facilities and all the other supporting facilities needed by the other disciplines of the branch and by the government of the Northwest Territories.

Secondly, we have a responsibility to plan and build communication and development roads both in the Yukon and the Northwest Territories. We have a responsibility to plan remote air strips, the bulding of which is done by the Department of Transport. We have a responsibility to operate and maintain all the facilities of the branch when they are built. We have the responsibility to develop community plans for the isolated settlements throughout the Northwest Territories. We have the responsibility to develop new designs and building techniques specifically for northern construction. And we have the last and perhaps the greatest responsibility to try to carry out these tasks with the maximum economy and the maximum use of local resources.

I have a chart here to give you some idea of the size of this job. The budget this year for operating and construction that falls in the engineering field amounts to \$32 million. The approximate value of the vehicles, equipment and boats that we have scattered through the territories amounts to \$6 million; the approximate value of buildings and works \$93 million; the approximate mileage of roads excluding the Alaska Highway in the Yukon, 2,000 miles; the approximate investment in these roads \$67 million. We operate 45 separate power plants with a total capacity of 6,978 kilowatts, which is not very great but that is spread out over a very wide area.

The other characteristic of this task is the rate at which it has been growing over the last ten years. In many of the places which you will visit on your trip ten years ago there were perhaps nothing more than a missionary and a very small Eskimo population located there. Now some of these places, for example Pangnirtung, you will see has grown to be quite a sizable community in the intervening time.

The other major problem of the task is the geographical area which it covers. We come all the way from Baffin Island right across to the Yukon and there is a colossal difference in climatic conditions, in soil conditions, in all the other things that the engineers face in their construction program. For example on Baffin Island, in Pangnirtung again, the permafrost is about nine inches down below the surface of the ground, whereas in Forth Smith, down here there is no permafrost at all and it is just like the northern area in the provinces.

The organization that we have to carry out this task is essentially based on a field organization with regional engineers in the geographic regions I have shown on this map here. We have a regional engineer to look after Arctic Quebec region; a regional engineer to look after the Frobisher region; a regional engineer to look after the Keewatin region; he is situated in Churchill; the Fort Smith region at Fort Smith; Inuvik region at Inuvik; and in the Yellowknife region he is situated at Yellowknife, the headquarters. In each of those regions there is a regional engineer and a small staff of technicians and tradesmen. They are primarily there to do the operation and maintenance of these branch facilities but they are able to take on a good part of the construction program as an additional task. For major construction, though, we use the government construction agency, the Department of Public Works and the brief split is: anything over \$250,000 we give to the Department of Public Works; under that amount we handle ourselves. This is not an arbitrary split; in some cases we take on bigger projects and in some cases they do smaller ones.

The co-ordination of all construction in northern Canada for all departments of government is carried out by the Advisory Committee on Northern Development.

I think I could say fairly safely that there are very few technical problems facing us in northern Canada that are not well understood by engineers and architects. The major problems that we face deal with logistics, trying to get everything in the right place at the right time. There are technical problems remaining but these are not serious. Our serious problems relate to logistical facts.

In this year 1966-67 we have a construction program valued at about \$23 million, but we will only be spending about \$17 million; this program will be mounted, though, in the order of \$23 million of commitments and some 500 individual small projects, some of which are multiple in nature. This construction program at present is largely on schedule with two notable exceptions, the Cambridge Bay school and hospital and the Inuvik school, which have been delayed for various reasons. But unfortunately I am afraid that you will not see a great deal of this construction program under way during your trip because the activity is now concentrated at the shipping ports of Montreal and Hay River, and the shipping is only just starting to move out of there into the Arctic, in the case of Montreal. The ships start leaving around about the 5th of July and the last ship does not leave until some time in the middle of September. So the materials for this construction program have not yet arrived on the site; when they do the construction starts about the middle or late August and goes on right until Christmas or after, particularly in the Arctic. Now there will be some construction going on but this will mainly be related to the program started last year for which materials are already on site.

I thought I might just mention a few projects that might be of particular interest to you on this tour. In Baffin Island perhaps the most major program we have going on is the construction of the rental housing. There is a total of 35 houses to go in there, most of which are this design you see here on this slide; the larger house there with the red roof and the one with the black roof. Most of them are of that size; the roofs come off the models, incidentally, if you

want to look inside. About 160 of these we hope to get in this year, the balance will go in next year's shipping season. This construction program is not an isolated effort, of course, it is related to an adult education program and the rental housing administration itself and it is quite hard to get all these things going together.

The second item that may be of interest to you would be the development of Frobisher Bay itself. We have part of this rental housing program going in there and also additional housing for staff, and a town plan has been developed to accommodate this new housing and I am sure the people up there will want to talk about that.

Another aspect which I think is of interest, dealing with local resources: In Frobisher Bay there is a contract which is being negotiated for the cleaning of buildings and it is unique by the fact that it consists of a management contractor from Montreal, coupled with a sub-contractor of a local Eskimo firm, Inook Limited. This is working very successfully.

A second program of this nature is the Aklavik rental housing program. In Aklavik there is a prefabricated housing construction program going on building 22 houses. I am told that 12 of these have now been built and the balance are under way. I think you will find this interesting, as we are using local material from around the Mackenzie Delta and, of course, local labour exclusively.

In Cambridge Bay we might have an opportunity to see the community plan that has been prepared for there and was planned in conjunction with the residents' association. This is to accommodate the major school and hostel and the associated facilities.

The last part of the program would be the roads and I am not too sure how much of these you will be able to see on your tour, but the major construction effort in the territories is on the Fort Smith to Hay River road and in the Yukon on the Watson Lake to Ross River and Ross River to Carmacks on that strip here. I think that is all. Thank you, gentlemen.

The CHAIRMAN: Thank you very much. Mr. Gordon.

Mr. GORDON: Mr. Chairman, just a brief introduction. The next official would like to have talk to you is Mr. Simpson of our education division and after this there will be a discussion of welfare.

I would like to point out or recall to your memories the fact that over sixty per cent of the people in the Northwest Territories are Eskimo or Indian, or Métis and about sixteen per cent of the population of the Yukon is Indian. The income of these people in the Northwest Territories is about one-sixth of the cash incomes disposed of by the non-native populations. I think we must remember too that if you consider these percentages in terms of a resident population because so many of the non-natives in the Northwest Territories in particular, are there for two, three or four years and then move elsewhere for a variety of reasons. A very, very substantial percentage of the permanent residents of the Northwest Territories are native. Their advancement, the welfare, and their future is, of course, an overriding and primary objective and



goal of government. The traditional basis for the native economy, the renewable resources, are simply inadequate alone, anymore, to support an increasing population which like all of the people in Canada, want to have a fuller share of the very high Canadian standard of living.

With that very brief introduction I would now, Mr. Chairman, like to call upon Mr. Simpson, of our education division.

Mr. D. W. SIMPSON (*Acting Chief, Education Division*): Thank you, Mr. Chairman.

I do not feel a stranger before this group because I had an hour or so with you earlier in your committee meetings at which time a number of questions were answered. I would like to express my regrets and repeat what Mr. Gordon mentioned earlier that it is most unfortunate that the schools will be closed during your visit and I hope when you go into those echoing classrooms you will try to envision a group of children, not just with white faces but in many cases with Eskimo and Indian faces, interspersed with some white faces. This is the picture that you would see if you were to visit these schools in the regular school year. Unfortunately, we do not like to be hosts entertaining you in an empty house either. With this in view, we thought that perhaps it might be well to try to give as full a picture as possible from the visual aspect of activities of the education system in the north. You will see the walls are decorated with a number of charts and concrete examples, as well as pictures, to indicate what the education system is trying to achieve in the north. I think if you would just notice along this wall, this is mainly the services, the attempt to develop northern curriculum—the last time I was before your committee it was quite evident that a large number were very vitally interested in this aspect of the education system. On the window sill, just behind the gentleman on the right, you will find a group of exhibits showing how curriculum is developed in the north. At the rear of the room there are a number of charts indicating what we are doing in adult education. On the left-hand side this little intelligence test centred between the large windows permits you to mentally change shoes with an Eskimo and see how you would feel. This little visual intelligence test is for those who would like to indulge in a little adult education northern style. In the front part of the room here you will see various exhibits depicting vocational education activities. And at the rear of the room you will see a parka which is a product arising from the fur garment project in the north, courses that were given in the north, and some other garments and fur pieces that also are products of this education. On the centre table, Mr. Yates has indicated the houses, and you can lift the lid. The reasons for the lids being detachable or hinged is because these are actual models that will be used to teach the Eskimos how to live in houses. I hope that some of the houses are advanced enough in the north, although this is unlikely, for you to see the type of houses that are going into these communities and the adult education workers who are up there now attempting to teach the Eskimos what it means to live in a house and all that is associated with this. On the table here are various curriculum materials.

The schools in the north are administered within the framework of a system which is being gradually, progressively decentralized. Under the Macenzie District and the Arctic district office the 63 schools are supervised. This



map will indicate the schools of the Mackenzie District in blue and the eastern Arctic in red. The black dots indicate large pupil residences and on this side the red dots indicate small pupil residences, the distinction being that the small residence is a cottage type building managed by house parents, usually Indian or Eskimo and accommodating approximately 6 to 12 pupils. The larger ones are larger buildings with from 50 to 250 pupils. Each of the districts is under a district superintendent, and then there are regional school superintendents for the regions that Mr. Yates mentioned.

The education division performs the functions of the department of education in a province. The district would be similar to an operating school district in the southern provinces. The major goal of northern education is continuous improvement of educational opportunity for all, children, young people and adults. Every effort is made to ensure that all children have the same quality of schooling and equal access to programs fitting the individual needs; to provide vocational training and further education for young people and adults appropriate to their wishes and aptitudes.

The program of education is viewed in the sense of a continuum from the first grade right through to employment, not just to school graduation. This service is available to all who are interested. The broad educational background that is found in the south is not found in some communities in the north. To meet this lack we have special programs, academic upgrading, adult education and modification of curriculum. The policy of ethnic integration is intended to foster a pride of race alongside an awareness of the interdependence of people. The people of the north must work together. They are in small communities and we cannot afford to have any form of separation between them. It is also to allow them a sense of appreciation of what can be contributed by the various groups to the Canadian family.

In the education program, effort is made to reap the advantages of modern technology but at the same time to engender pride in perfecting what is good in the old ways.

Another item of policy is to prepare young people to live and work with others, to earn a livelihood either in the north or in the provinces. In particular emphasis is placed on the need to train and educate northern citizens so that they will suffer as little handicap as possible when competing for jobs. At the same time, emphasis is placed upon developing an understanding of modern technology in the local area, especially as it helps to overcome the limitations which the natural environment imposes on the social and economic life in the north.

To accomplish these objectives, a complete educational system is being developed along the following lines. We are placing local schools for elementary school education for children from five or six years of age to twelve to fourteen years of age in every community which can support a two-classroom school. This sometimes will require a small pupil residence to accommodate children from isolated outlying settlements. You can see examples of this at Pangnirtun when you visit there or Broughton Island. The junior and senior secondary academic and vocational schools are placed in larger communities for children

above the age of twelve years, if they are in the academic stream, or fourteen years if they are in the upgrading stream. Large pupil residences for children from outlying settlements are operated in conjunction with these junior and senior secondary schools. The best examples of those of course are in Inuvik and Yellowknife. There you will see these large pupil residences to help support the junior and senior high schools. There are special vocational and occupational classes for those desiring to enter into apprenticeship or directly into employment on graduation, and upgrading classes for those who are academically retarded. There at Yellowknife is the Sir John Franklin School. Churchill also has a school called the Churchill Vocational Centre.

There are many out-of-school programs which you will not have any opportunities to see, such as apprenticeship, on-the-job training, upgrading, the higher education program. We have almost 50 pupils in southern Canada in higher education, and various numbers in institutes of technology and trade schools in southern Canada during the time when those institutions are operating. There are special courses also conducted in the north to meet special needs. For instance, there is a business management course operated for small business owners, and fur garment courses where needed.

This school system is not yet fully developed, although the organizational superstructure is in place and that vital ingredient of all school systems, public and press criticism is pretty well developed, so that we are kept on the alert to make sure that it meets the needs of the people. There is, however, a serious gap between the accommodation on the ground and the accommodation needs so that all children might be accommodated. This is one of our most serious problems and even now, it is a lack which denies even the basic education to many of the children in the north. Plans are being made in the department to meet this need. We need new additional classrooms and residence accommodation for children from isolated settlements where elementary schools cannot be built, and replacement rooms for some of these substandard rooms that you will see. We need larger secondary schools to meet the needs of an expanding school population, and one that is maturing and reaching the entrance requirements for secondary education. In addition, we need occupational facilities and good comfortable accommodation for teaching staff, and good conditions of employment for attracting the best staff possible to man these schools.

In trying to accomplish our objectives and in carrying out these functions, we have all the problems of a provincial education system, but superimposed on this we have many problems due to the unique environmental factors of the north. A discussion of these problems might be profitable. However, I think that it would go beyond the scope of this briefing and might occupy all, or at least an additional five minutes. Thank you.

The CHAIRMAN: Thank you very much, Mr. Simpson.

Mr. GORDON: Well, Mr. Chairman, I have to call upon Mr. Bolger again to substitute for the chief of the welfare division who is not with us today. Mr. Bolger, if you would be good enough—

Mr. BOLGER: Mr. Chairman, very briefly then on the welfare program I have tried to illustrate their functions again on this chart.

One of the first tasks is the operation of a categorical assistance program, the same as you would find in any part of southern Canada. This is assistance for blind persons, disabled persons, old age assistance, and so forth. The welfare services operate a social assistance program to try to ensure that all persons in the north have sufficient food, sufficient clothing, and heated shelter. It is concerned with community development and the use of the community development approach. We are very conscious of the need for more involvement of the people that we are trying to work with in the north in programs of self-betterment, and to this end we have such things as the community development fund, which I wish we had a little time to talk about, which puts a little money in the way of a few thousand dollars into the hands of each community council, so that they will have some funds to work with. These are communities in which it is virtually impossible for people to raise funds locally and the community development fund gives them a little money to do local projects which they think are worth while. We are getting some very interesting results. I hope you will see some of the evidence of this fund as you go. We have a linguistic and cultural program which was established to encourage the continuation of the Eskimo language as a living language. We have done a lot of work on the development of a new standard orthography for Eskimo because the syllabic way of writing inhibits the printing and publishing of materials in Eskimo language. So we have done a lot of work on a Roman orthography for the language. We are doing what we can to encourage the recording of Eskimo folk tales, Eskimo music, and all other aspects of Eskimo culture which may be in danger of disappearance.

The division provides hospital services to try and maintain a link between Eskimos who are hospitalized in southern Canada for T.B. or for other reasons and their people at home. This involves visits by social workers to tape record messages for the family at home, to take pictures to send home, to write letters; and vice versa, to get these things from the communities in to the patient in hospital; then to provide for the patient's return home when it is time to go.

Correction services is a new program. In both the Northwest Territories and the Yukon you will see new medium security institutions being built at Yellowknife and at Whitehorse. These are being built by the federal government and handed over to the territorial governments for operation. They are the very latest thing in corrections. We are trying very hard to make this a model program which we think can be something of a model for all Canada. I hope you will be able to see these institutions when you get there. I hope you will not think of them in terms of the conventional jail because this is the last thing they are intended to be.

Child and family welfare services, adoptions, the normal range of welfare services here—a youth hostel program. You will hear talk at Inuvik of a building that is going to be built now in co-operation between the territorial government and the Y.W.C.A. to provide good accommodation for young people coming in to the community. This is mainly young Indian and Eskimo boys and girls, to provide them with accommodation where they can live in good clean, supervised accommodation with some guidance to get to work on time in the morning,



to get them to go to work regularly, to advise them on their social contacts, and so forth. The Y.W.C.A. is to operate this institution in Inuvik. There will be others like it in time in other communities in the Mackenzie where there is a real need for good accommodation for young people who are just going to work for the first time.

This division fosters the development of local and regional councils which we regard as very important in the small "p" political development of the territories. It advises the Minister on welfare programs for both the Yukon and the Northwest Territories. Finally two things only I would mention in respect of the welfare program. You talked at some length I think in the Committee about the difficulty in getting social workers. I think you have a good understanding of that. We have a number of positions for social workers. Less than half of our established positions are filled. This is a very grave handicap in our work. We have many non-professional people trying to carry out the welfare program without professional advice.

Finally, you will hear in many places that the natives are being spoiled by relief. We would like to dispute this right from the beginning. I would ask you to keep in mind that we are less than eight years away from people having starved to death in the eastern Arctic, Eskimos having starved to death. We have tried to avoid such a thing and we have tried to make sure, and our welfare services have tried to make sure that people do have enough to eat, and they do have food and shelter.

As an example, I think a fairly good example, of the kind of social assistance being provided now, relief, if you want to call it that: In October 1965 at Frobisher Bay of about 250 family heads approximately 70 were receiving some sort of social assistance. The point I want to make is that Eskimos and Indians may require social assistance of some kind at some time during the year, and at Frobisher Bay at this particular time, October 1965, about 70 family heads out of about 250 were receiving assistance. The total for that month was \$3,700 or an average of about \$50 per family for each of the 70 families receiving assistance. This is the scale of help being given at Frobisher Bay. It would not be unlike that in other communities although there would be individual variations from one part of the north to another. But I simply want to leave with you the idea that we know these people do need some help at some time of the year and the welfare service is trying to provide it. We hope it is a temporary thing; that people will advance to self-sufficiency over the course of time.

Mr. GORDON: Before you drop that, would you make clear that this is an average amount, the \$50 and that there is no sort of a standard assistance.

Mr. BOLGER: Oh, yes. I am sorry, this clearly is an average amount. You would find perhaps a number of persons on what would be full assistance and all assistance in effect basically is that food, costed out, which the department of National Health and Welfare tells us an individual needs to live on healthily. In other words, we will take the number of people in the family and take the health and welfare ration, cost it out, and that equivalent in dollars is given to the person to buy food. Clothing is on much the same basis, and fuel is rationed in accordance with the size of the house, so that one family if it were a family



with eight or ten children, could well be receiving \$300 a month. Another family, again perhaps with ten children or six, or five might need only a little help with heating the house and they might have got \$10 or \$15 in this particular month. So I am talking about an average of \$50 per family per month but it is geared to individual needs.

Mr. GORDON: Thank you very much. I would like now, Mr. Chairman, to call upon Mr. Evans. Mr. Evans, if you would not mind would you compress your remarks as much as you can, please.

Mr. J. EVANS (*Chief, Industrial Division*): Mr. Chairman, gentlemen, I will try and speak very briefly. The industrial program, as the name suggests is concerned with economic development mainly in two areas; one, providing assistance to the Eskimo economy to find ways and means of improving this, and secondly, to provide assistance to the secondary and service industry in the Territories.

The anchor of the program of assistance to the local economy is a series of area economic studies which we carry out. The purpose of these studies is to assess the region, the manpower, the resources in any form that are available, and to then develop a program of positive economic opportunity.

About ten of these surveys have been carried out so far. Four of them are under way this summer. There is one being carried out in the Frobisher Bay region, one in the Cumberland Sound, or Pangnirtung area, another in the Mackenzie Delta. As a result of these surveys, numerous possibilities for economic development are thrown up, and the department takes a major role in developing these opportunities, but with the objective in mind, as the specific industries are proved to be economically viable, of turning them over to Eskimo owners. Many of these have become co-operatives. The type of activity that is included is resources harvesting, such as Arctic char fisheries. You will probably see one of these in operation at Frobisher Bay, or Cambridge Bay. There are whaling and sealing operations, logging operations, and milling operations. We have a specialty food production plant and similarly provide a considerable amount of technical assistance to Eskimo people who are living on the land to find ways and means of improving their own harvesting techniques.

We have a fairly extensive arts and crafts program. This aspect of the economy is growing very, very rapidly. In the last year the income to Eskimo people from arts and crafts was approximately \$1 million. The department has specialists working in various communities in the north. Again, the same pattern is followed. Specialists work in a new community, the arts and craft program is developed, and once it becomes economically viable, this technical assistance is withdrawn and they tend to become co-operative operations.

We provide a wide range of services in the field of co-operative development. There are now 22 co-operatives operating in the Northwest Territories and 2 credit unions. There are also a number of co-operatives just in the development stage. This program is also growing very, very rapidly. Last year their total business volume was about \$1.25 million and these co-operatives now own assets outright of approximately \$450 thousand. They are engaged in a wide variety of activities which include housing co-operatives. You will see

these at Frobisher Bay and also at Inuvik. Fishing operations, arts and crafts, logging; they operate some consumers' stores, fur marketing, and community services. The operations of most of these co-operatives are financed either by the Eskimo loan fund or through a loan arrangement with the territorial government. We provide a wide range of services to these co-operatives in an educational sense, in a management sense and from the point of view of accounting.

We also operate a number of small services. We provide a marketing service for the co-operatives or any other small business in the Territories. We operate two laundries, one at Frobisher Bay and another at Inuvik and we also have responsibility for supervising the reindeer station operation which, I understand, you will see in the Mackenzie delta.

We operate a territorial tourist office; this is an industry which is growing very, very rapidly. In the late 1950's—in 1959—it was estimated that approximately 850 tourists went into the Northwest Territories and spent approximately \$350,000. In 1965 this was increased to 6,000 and an estimated expenditure of \$1.5 million. There are now 13 tourist camps in operation in the Territories and there are 14 outfitters operating in the region. There has been a heavy increase in road traffic and the number of inquiries that have been coming to the department on tourist development and on travel in the territories has risen from approximately ten a month in 1959 to over 1,000 at the present time.

There is just one other area that I would like to mention very briefly and there has been passing reference made to it. We are doing a considerable amount of planning at the present time in developing a program of assistance to secondary and service industries. As Mr. Gordon pointed out, there is a major shortfall at the present time between the income which can be earned from the renewable resources and we feel it is very important to develop a successful program of secondary and service industry and a good deal of thought and planning is being given to this area at the present time.

Mr. GORDON: Mr. Chairman, there are three others to hear from; Mr. Bolger, whom I am going to ask to speak very briefly on housing; Mr. Hunt, whom I particularly think the Committee will wish to hear will deal with resources and finally, Mr. Stevenson, just a briefing on the trip itself. Clare, could you perhaps skip the administration and go directly into the housing?

Mr. C. M. BOLGER (*Assistant Director, Northern Administration Branch, Department of Northern Affairs and National Resources*): I think this can be very brief because we have had a fairly good discussion on housing programs during the course of this discussion. Just to refresh your memory, gentlemen, there are a number of housing programs in progress. The Territorial Mortgage Plan which is tied to the National Housing Act simply provides for mortgages up to \$2,000, over and above what a person can get under N.H.A. A territorial first mortgage plan which is intended for people who are neither Indian nor Eskimo to build low cost houses; it is up to \$6,000 and there is a movement afoot to increase the ceiling on that amount.

There is a welfare housing program to provide houses for people who simply cannot afford or for whom there is no hope that they can provide

housing for themselves. We need a total of 500 units; many of these would be for people who are permanently disabled, widows and others such like. We need 500, there are 350 units now and they are going in at the rate of about 50 a year.

The old Eskimo housing plan which was primarily a resale plan; small houses about the size of that smallest unit you see there—many of them 16 feet by 20 feet—they were intended for resale; they were not geared to the size of family and in most cases the Eskimo people could not afford to buy even the very minimum type of house.

The new Eskimo housing plan is primarily a rental program although if a person is able to afford to buy a house, he will be expected to buy it. Basically, however, it is a rental program consisting of houses of the kind you see here intended to meet family needs. They are geared to the size of the family; again, we are advised by Health and Welfare on the minimum space requirements for a family of a certain size and houses will be allocated in this way.

There will be services provided; in many cases, of course, more often than not truck services rather than piped services; fuel in accordance with the size of the unit; and a rental will be charged which the family can afford to pay and this will be reviewed monthly. It is a five year program of 1,560 new houses up to and including three bedroom houses which you see here, at a total capital cost of \$12.5 million. It is being done one region at a time primarily because of engineering complications and to concentrate our adult education effort at the same time. As Mr. Simpson explained, we want to have a heavy adult education component in the whole housing program and this is being done. You may see some evidence of the program in the Frobisher region although you are a little early for it yet as most of the houses will be arriving during August. Next year we move on to Keewatin and so on after that.

As Mr. Carter explained to the Committee, there is a large element of proposed management of the housing projects by community associations in respect of the provision of services, allocation of fuel, collection of rentals and so forth. So we go back to community development, which I mentioned earlier in the welfare program, the involvement of the people in the programs we are trying to carry out.

The CHAIRMAN: Thank you very much.

Mr. GORDON: I would now, sir, like to ask Mr. Digby Hunt, the director of the resources and management branch to cover his field.

Mr. A. D. HUNT (*Acting Director, Resources and Economic Development Division, Department of Northern Affairs and National Resources*): Mr. Chairman, gentlemen, it has often been said and I think accepted by some, that significant economic development in the Yukon and Northwest Territories will depend, in very large measure, on the successful development of its non-renewable resources and perhaps to that should be added the water resources of the region.

I would like very briefly to convey to you why some people hold this view and something of the tremendous potential for this resource development to



which Mr. Laing has already referred. Perhaps, just before doing that, I should briefly mention what functions the resource and economic development branch performs. Mainly they carry out the management of the non-renewable and water resources of the north and also seek to identify viable economic large scale projects for northern development such as, perhaps, a smelter—I am thinking in the future—a pulp mill or a large scale hydro project. Therefore, I would be very pleased to answer any questions on the administrative side afterwards but I think it is more important to get on to the potential.

It has been mentioned today that northern Canada—the two territories compose almost exactly, just a little over 40 per cent, of the total Canadian land mass. This figure in itself conveys really the resource potential of the region because it would be most unusual were 40 per cent of the Canadian land mass, no matter where situated, not found to contain some associated proportion of its mineral and oil wealth. It is possible but it would be unusual. Therefore, just on that basis alone, we have, I think, good reason for believing that the resource potential of minerals and oil in the north is really tremendous.

This map very briefly summarizes some of this potential. The red line here and here—this red line marks the limits of the Canadian shield and all of this is the Canadian shield here. I am sure many of you gentlemen are familiar with mineral development in the provinces, particularly in Saskatchewan, Manitoba and Ontario in the Canadian shield. There is surely no reason why similar developments should not eventually extend into the north and there are many geologists and mining people who believe they will. It is simply a matter of relatively little exploration in this region. The whole region has hardly been scratched.

Moving over now to the sedimentary basin in the MacKenzie area here; of course, everyone will be familiar with the oil and gas developments in Alberta, Saskatchewan and north eastern British Columbia. There is no reason why similar fields even half the size of the Rainbow field which is now admitted to be one of the major fields on the continent, should not eventually be found to occur in this region as well. In addition, besides there being a potential in the northern Yukon, there is also, of course, the whole of the Queen Elizabeth Islands which are a vast sedimentary area and relatively untapped. Only three wells in the past six years have been drilled. This, perhaps, is indicative of the difficulty posed in attracting capital to develop these resources and that is perhaps the biggest problem here. It is not the fact of whether or not they are there—I know people believe they are—it is the economic factors that make it difficult to attract the necessary capital.

Finally, in the Yukon we have the stretching on up from British Columbia and once again the allusion to the British Columbia mineral belt that it is capable and more than likely to be anticipated in the Yukon. The sum of these developments have, of course, practical showings—some of these predictions, rather. Starting over in the east, if I may, there is here the Baffinland Iron Mines Ltd. a potential development of very high grade on Baffin Island—perhaps one of the highest in the world—iron ore. Were that in a more accessible region, I think there would be little doubt that it could be exploited today. However, because it is 60 miles or a little under that to Milne Inlet which is the nearest



tidewater location and because this is closed by ice throughout most of the year, it may have a two months plus shipping season, and because of remoteness and general high cost operation, it is a problem to try to get this iron ore to market at a competitive rate. That is one of the areas where greater effort is required to overcome some of these difficulties.

In the Arctic islands themselves, in addition to the tremendous oil and gas potential, there is a very interesting base metal, lead zinc, prospect on Little Cornwallis Island here. Again, if this develops to anything it might be difficult to get the output to market. The oil exploration in the region has had a total of about \$7 million spent on it to date which is, in comparison with the size of the area, infinitesimal. However, the industry is very interested in the region; interests have built up again more recently and the various companies with interests up there are trying to put them together and this may lead to an accelerated rate of exploration in the next few years.

On the shield—I will tackle this now because the mining industry is not quite as enthusiastic in this area as in the Yukon and perhaps in the Pine Point region. Of course, there is the long established gold around Yellowknife and the gold mine away out in the barren lands at Tundra. There is also a small silver project here at Echo Bay but generally that is about the extent of the present mineral development in the shield. However, you will be visiting Pine Point and, of course, this is one of the most spectacular resource developments in the Territories. The output there this year is going to be something in the order of 600,000 tons plus of enriched ore, high grade ore and lead zinc concentrates which, of course, are shipped by the railway and I think many of you gentlemen are well aware of what this railway has done not only in enabling this mine to go into production before the region as a whole and I think it is indicative of what improvements in the communications structure can do to open up the region.

Finally, coming to the mainland oil and gas, this has, during the last 18 months, received a tremendous boost from results of explorations in Alberta and at the moment that land under permit which is one way of measuring the interest of the oil industry, is the highest it has ever been, it is around 95 million acres. Almost every area that has some potential has been taken out under permit and this reflects the success to the south. Present expenditures in that region amount to approximately \$18 million to \$20 million a year by the oil industry.

Then, coming over to the Yukon, there is, of course, the long established and I am afraid, declining, placer gold deposits at Dawson which you will be visiting. There is a fairly long established silver mine—the highest producer of silver in Canada—at Elsa. By way of new production, there is a small copper mine at Whitehorse which you may have an opportunity to visit and you may have time—I do not know—to see the asbestos mine which will come into production in 1968 at Clinton Creek which is about 60 miles from Dawson. This, incidentally might be a point to introduce the thought that to bring that mine to production the government is building and has contributed funds to rebuild 37 miles of the main road, and then 25 miles of mine access road which is two thirds cost sharing with the company.

Finally, just to give you some idea of the potential for the future, there is a very large base metal lead-zinc deposit here in what is called the Ross River-Dynasty area. It is now being operated by Anvil Mining. There is something like a total, at the moment, of 40 million tons of ore being reported and it is not certain yet that the mine will go into production but I think everyone is very hopeful. I should perhaps mention Canada Tungsten here which is quite a large producer of tungsten concentrate.

I think there is no doubt of the resource potential of the region; it is tremendous. What is required, though, are ways and means of attracting the capital to develop it. Recently a new program was announced, the northern mineral exploration program to provide 40 per cent or make grants repayable on success, of 40 per cent of exploration expenditures. There are also other programs such as prospectors' assistance, road assistance, free assays and one or two others. The objective is to create a business climate to encourage the influx of risk exploration capital and for that purpose, of course, the north is in competition as it were with not only the rest of Canada but with the rest of the world.

Finally, gentlemen, the point to bring out, which I am sure you will come to appreciate as a result of your trip, the greatest difficulty facing us in this is not one of access, it is just one of sheer distance. Anything you find, any potential development whether it be in mining or oil or in one of the other industrial enterprises, has to overcome that hurdle of the cost of getting that product or that item out to market and that is the most difficult problem, I think, we face.

The CHAIRMAN: Thank you very much.

Mr. GORDON: Finally I would like to give you Mr. Stevenson and would you make it very brief, please, at the Chairman's request—

Mr. A. STEVENSON (*Arctic Administrator, Department of Northern Affairs and National Resources*): They have brought me on last and I am the most important speaker, so everybody wake up or you might miss the plane. We have a DC-4, Nordair, you have heard about that and take off time is 9 o'clock. Mr. Doyle is going to put up a map that really shows the detail of the itinerary. We have reserved the executive suite at Uplands which will be open from 7 o'clock on to 9. I think most of you know the executive suite is just near the coffee shop so if you will go to the executive suite we will sort of take care of you from there to the aircraft, but the Eastern Airlines desk is where you take your baggage and it, again, will be open from 7 o'clock on. If you will take your baggage there they will check it and arrange to get the baggage to the aircraft, but any hand baggage, anything you want to use on the aircraft, please take it with you to the executive suite. We had hoped to have enough space on the aircraft to keep all the baggage in the aircraft but apparently they are spreading the seats out well so that you can have lots of room to sleep, read or do anything else, so we cannot put up too much baggage in the aircraft.

There is going to be a photographer on hand out there at the executive suite so I hope you will be ready to get your photographs taken. I think you have had some notice about the sort of clothing that was suggested you carry; a

business suit for receptions and any other occasions; on the aircraft or even going to many of the settlements, a sports jacket and odd pair of pants and a sports shirt would be quite suitable. Normally this is a good time of the year as far as weather, but it is a pretty vast country as everybody has been telling you and you cannot just say that this is the weather here and that is the weather there. It ranges from 50 to 60 degrees with even extremes up to 80 degrees—in the Mackenzie this could happen—so it should be a pretty pleasant occasion. In the eastern Arctic you can even get a snowfall so that is the way it goes. But, I think if you think of it as the fall and you bring a raincoat or a trench coat and sports jacket and an odd pair of pants, you will be quite comfortable.

In the aircraft we will have parkas if it does get to any extreme, and they will be hung in the back so that as you go off you can certainly have a parka. We do not anticipate any—well, there may be the odd accommodation problem—but I think they are pretty well resolved and we have sleeping bags if there is any situation where we had to take sleeping bags off the aircraft but at most places I think the accommodation will be adequate without using the sleeping bags.

There could be some mosquitoes, certainly in the Mackenzie and they will be out for your blood but then you have been used to having people out for your blood so you should be able to handle that situation.

Mr. GORDON: Alex, just before you go on, we will have some mosquito repellent with us in bulk and I think Alex has already made arrangements.

Mr. STEVENSON: Well, we take off from Ottawa to Frobisher Bay, the first day. The second day we hope to do a couple of side trips over to Pangnirtung and to Broughton Island; then back to Frobisher overnight again; over to Coral Harbour, on Southampton Island. We are at the D.O.T. side, we have to land there and then it is about 12 miles across to the community; we will have to do that by boat and our people there are arranging for a couple of paterhead boats or flat boats to get us across. We are overnight there then over to Cambridge Bay, overnight there, then on to Inuvik and a few side trips have been arranged out of Inuvik; then down to Whitehorse, and these are the plans and hopes for a few side trips. For these side trips here, the same as out of Frobisher, we will have to split the party in two; we might have to split it more in Inuvik and the Mackenzie because we will be using Otter aircraft here; we will have a DC-3 and a Canso at Frobisher. Down to Whitehorse and I have mentioned the side trips; over to Fort Smith and out of Smith to places like Hay River, Pine Point Yellowknife—overnighting there too. We will be over-nighting in Smith too. Then over to Churchill—only a few hours in Churchill, actually, then down to Ottawa. So there you are, approximately 7,500 miles, 12 days later, all Arctic experts who might even want to join Northern Affairs.

The CHAIRMAN: Now gentlemen, on your behalf I wish to express your appreciation to the members of the Department, the officials, Mr. Gordon and his assistants, for this unusual and extremely interesting and informative meeting. I do not think I have ever listened to a more interesting meeting than this particular one.

We will see you then at the airport, tomorrow morning at 8.30.



HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

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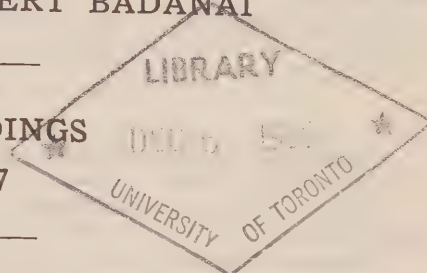
STANDING COMMITTEE  
ON  
**Northern Affairs and National  
Resources**

*Chairman:* Mr. HUBERT BADANAI

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PROCEEDINGS  
No. 17

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THURSDAY, NOVEMBER 3, 1966

TUESDAY, NOVEMBER 8, 1966

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National Parks and Historic Sites  
Northern Development

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INCLUDING SECOND REPORT TO THE HOUSE

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ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

<sup>1</sup> Mr. Barnett	Mr. Hymmen	Mr. Roxburgh
<sup>3</sup> Mr. Chatwood	<sup>3</sup> Mr. Lambert	<sup>3</sup> Mr. Simard
Mr. Dinsdale	Mr. LeBlanc	Mr. Simpson
Mr. Duquet	(Rimouski)	<sup>4</sup> Mr. Watson (Assiniboia)
Mr. Gundlock	<sup>1</sup> Mr. Lind	Mr. Watson (Château-
Mr. Habel	Mr. Mather	guay-Huntingdon-
<sup>2</sup> Mr. Haidasz	Mr. McKinley	Laprairie)
<sup>2</sup> Mr. Horner (Jasper- Edson)	Mr. McWilliam	<sup>2</sup> Mr. Woolliams—24.
	Mr. Neveu	

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Messrs. Haidasz and Howard, on August 30, 1966; and Mr. Cadieu (*Meadow Lake*) replaced Mr. Kindt on August 30, 1966.

<sup>2</sup> Replaced Messrs. Alkenbrack, Reid and Watson (*Assiniboia*), on September 9, 1966.

<sup>3</sup> Replaced Messrs. Basford, Laprise and Southam, on November 2, 1966.

<sup>4</sup> Replaced Mr. Cadieu (*Meadow Lake*), on November 4, 1966.

CORRIGENDUM

(English only)

*Minutes of Proceedings*, August 8, 1966, *Issue No. 16*, page 591.

Paragraph 2, line 2, "Hymmen, LeBlanc (Rimouski)" should read "Hymmen, Laprise, LeBlanc (*Rimouski*)".

Paragraph 2, last line, "(17)" should read "(18)".

*Minutes of Proceedings*, August 8, 1966, *Issue No. 16*, page 591.

Paragraph 2, line 2, "Hymmen, LeBlanc (Rimouski)" should read "Hymmen, Laprise, LeBlanc (*Rimouski*)".

Paragraph 2, last line, "(17)" should read "(18)".

Page 592: fourth last and third last paragraphs respectively, "4 abstentions" and "5 abstentions" should read "5 abstentions" and "6 abstentions".

## ORDERS OF REFERENCE

TUESDAY, August 30, 1966.

*Ordered*,—That the names of Messrs. Lind, Barnett and Cadieu (*Meadow Lake*) be substituted for those of Messrs. Haidasz, Howard and Kindt on the Standing Committee on Northern Affairs and National Resources.

FRIDAY, September 9, 1966.

*Ordered*,—That the names of Messrs. Horner (*Jasper-Edson*), Haidasz, and Mr. Woolliams be substituted for those of Messrs. Watson (*Assiniboia*), Reid and Mr. Alkenbrack on the Standing Committee on Northern Affairs and National Resources.

TUESDAY, November 1, 1966.

*Ordered*,—That, in addition to the powers granted July 13, 1966, to the Standing Committee on Northern Affairs and National Resources, the said committee be also empowered to obtain further information relating to matters and projects dealing with National Parks and Historic Parks and Sites;

That for this purpose, the said Committee be authorized to sit while the House is sitting or during adjournment of the House, to adjourn from place to place within Canada; and

That the Clerk of the said Committee and the necessary supporting staff do accompany the said Committee.

WEDNESDAY, November 2, 1966.

*Ordered*,—That the names of Messrs. Chatwood, Lambert and Simard be substituted for those of Messrs. Basford, Laprise and Southam on the Standing Committee on Northern Affairs and National Resources.

FRIDAY, November 4, 1966.

*Ordered*,—That the name of Mr. Watson (*Assiniboia*) be substituted for that of Mr. Cadieu on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*

## REPORT TO THE HOUSE

TUESDAY, August 30, 1966.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### SECOND REPORT.

Your Committee recommends that the names of Messrs. Lind, Barnett and Cadieu (*Meadow Lake*) be substituted for those of Messrs. Haidasz, Howard and Kindt on the Committee.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

NOTE: Report concurred in August 30, 1966.

## MINUTES OF PROCEEDINGS

THURSDAY, November 3, 1966.

(20)

The Standing Committee on Northern Affairs and National Resources met this day at 9.47 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Dinsdale, Chatwood, Duquet, Gundlock, Habel, Hymmen, Lambert, Lind, Mather, McKinley, McWilliam, Neveu, Roxburgh, Watson (*Châteauguay-Huntingdon-Laprairie*), Woolliams (16).

*In attendance:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

Having been empowered by the House to adjourn from place to place on the matter of national parks and historic sites, the Committee decided to use this authority.

During discussion of a possible visit to western national parks, Mr. MacDonald provided related information on request, from time to time.

On motion of Mr. Woolliams, seconded by Mr. Lambert,

*Resolved*,—That the Committee visit western national parks, departing from Ottawa, Wednesday, November 30, 1966.

At 10.23 a.m., the Committee entered *in camera* proceedings, at which time the Chairman, on behalf of the Subcommittee on Agenda and Procedure, presented a draft of the report to the House on northern development, including the Committee's tour of northern Canada, July 28, 1966 to August 8, 1966.

Following some amendments to the draft report, and with discussion continuing, at 10.59 a.m. the Committee adjourned to the call of the Chair.

TUESDAY, November 8, 1966.

(21)

The Standing Committee on Northern Affairs and National Resources met *in camera* this day at 9.44 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Dinsdale, Habel, Hymmen, Lambert, Lind, Mather, McKinley, McWilliam, Neveu, Roxburgh, Simpson, Watson (*Assiniboia*), Watson (*Châteauguay-Huntingdon-Laprairie*) (15).

*Also present:* Messrs. Laprise and Southam, M.P.'s.

The Committee resumed consideration of its draft report to the House on northern development, including the tour which the Committee made of northern Canada, July 28, 1966, to August 8, 1966.

Following some amendments and additions to the draft report, and with discussion continuing, at 11.17 a.m. the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## DELIBERATIONS

*(Recorded by Electronic Apparatus)*

THURSDAY, November 3, 1966.

• (9.47 a.m.)

The CHAIRMAN: Gentlemen, I see we have a quorum.

Since we have this room only until 11 o'clock I suggest we proceed with dispatch to deal with the two items before us today, namely, (a) the Committee's draft report to the house on our northern trip, and (b) our authority to adjourn from place to place on the matter of national parks.

In view of the opinions obtained by telephone that a considerable number of members were interested in flying to Alberta tomorrow, for hearings in Banff on Saturday next, and in Jasper on Monday, returning to Ottawa on Tuesday, and in view of the shortness of time, I took the liberty Tuesday evening of wiring those who have asked to appear before us, saying that the Committee would be in Banff Saturday next and Jasper on Monday, on the assumption that the committee would make such a decision today. However, since sending the telegrams out west a number of difficulties have arisen. A number of our members are unable to go. Not only is it short notice for us to leave to go to the parks tomorrow, it is also short notice for people in the parks. In regard to the problems of the parks people I have received a number of objections. In fact I received some telegrams yesterday and some this morning. I suggest, therefore, the following possible decisions for us to make today. First, we can decide to go to Banff and Jasper over this week end as outlined earlier in my remarks. Second, as I see no great difficulty in cancelling the arrangements for this week end, we can decide to cancel for this week end and do one of the following: (a) decide to postpone our visit until later this month; (b) we can decide to postpone the trip to Banff and Jasper with either a simple unqualified postponement or a postponement to the spring when the weather will be more favourable and better advanced preparations can be made. If it is to be the spring, I can consult well in advance with the people in the parks as to exactly what time would be most convenient to them.

Gentlemen, there may be other alternatives for us to consider today. In any case, it is for the Committee to decide, and I shall now hear comment from the members.

Mr. HYMMEN: I am well aware of the problems that you, Mr. Chairman, have mentioned and I know that you as Chairman have tried to be co-operative with all groups in our deliberations during this past session. But we have had official briefs presented to us in regard to this matter. You suggest two alternatives, and I suggest that both are involved one with the other, because Mr. Woolliams could probably tell us what the weather would be like in Alberta at

the end of November. It seems to me that both suggestions indicate that this trip will not be taken this year at all. I think of the advantages which accrued to another committee which went out west and heard representations from various groups, and the success of that committee. I refer to the Transportation Committee. I think a great deal can be accomplished in promoting understanding and good will between parliament and these people by making a trip like this. This is what concerns me. If you consider either or both alternatives, it seems to me that the ultimate result is going to be that the trip is not going to be taken at all. I know there are problems regarding—

The CHAIRMAN: I have here, Messrs. Mather, Gundlock and Woolliams.

Mr. WOOLLIAMS: I would like to say, without interrupting the others, that as far as the weather is concerned December in that area would be just as good as now. You can never guarantee anything, of course, but I am certain that the weather will be very nice and we might even run into a good chinook, so you get warmed up out there. I do not think you will have any trouble with the weather. The Christmas season is a very good time to see Banff; December would be a very good time because the weather will be all right. Now I am going to speak to the motion afterwards.

Mr. MATHER: Having regard to the circumstances you outlined as to the difficulty of some members going at this time and also the difficulty of the people receiving us at this time, I personally incline to the alternative that you have suggested that the trip be postponed until the spring. I would add to that that if we come to that decision we might consider going at a time during a recess of parliament when we can go more or less on our own time as we did in regard to our trip to the north. It may be that we will have an Easter recess. In any event, I would support a postponement of the trip and hopefully suggest that we consider making such a trip during a recess of parliament.

Mr. GUNDLOCK: I have no qualms about going. As far as I am concerned, I feel that we should go while the matter is fresh in our minds. It may be difficult to go in the spring. I really feel really we should go, perhaps later this month. One more thing, Mr. Chairman, I note there is no thought of a visit to Waterton. I do not know how many of you remember but Waterton has something special, particularly relating to the control of wildlife. I mentioned it here in the Committee one time and I think that if at all possible we should try to consider a visit to Waterton. It is a little different from the other parks.

The CHAIRMAN: Mr. Lambert and then Mr. Woolliams.

Mr. LAMBERT: Mr. Chairman, I am a newcomer on this Committee but in regard to the park situation I have a very special interest. I would suggest that this next week end is obviously too soon; November 26 is Grey Cup weekend; you will not even get the bears coming up to talk to you, and November 19 is about as bad as this next week end. I do not feel that the weather at all is any impediment. I think you will see another facet of the parks that you will not see in the summertime, namely, the year round use of Banff and Jasper by winter skiers, and the potential there. This is the thing that we are particularly concerned about. You will see those in the early part of December just as well and I—

The CHAIRMAN: Would November 25 be a better date?

Mr. LAMBERT: Well that is Grey Cup week end, and I am telling you, you are not going to get anybody.

The CHAIRMAN: When is the Grey Cup?

Mr. LAMBERT: November 26.

The CHAIRMAN: Are you sure?

Mr. LAMBERT: Well the 19th is the final in eastern Canada, so the 26th has to be the Grey Cup Game week end so that would wash that out. I would suggest the early part of December.

The CHAIRMAN: December?

Mr. LAMBERT: Yes, the week end of December 11, as a date because I have other commitments on December 4; we are all in the same position.

The CHAIRMAN: All right. Mr. Woolliams and then Mr. Duquet.

Mr. LAMBERT: Might I add that you consider visiting Elk Island Park which is only 25 miles from Edmonton. You will be landing in Edmonton or leaving from Edmonton and Elk Island has been one of the Cinderella parks and has to be seen to be understood.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Mr. Chairman, I wonder if I could ask Mr. Woolliams a question? Is there snow out there now? Would there be snow there in the month of May or the month of April?

Mr. WOOLLIAMS: Well first of all, there is no snow in the city of Calgary or at part of Alberta. There is very little snow in Banff. You might get snow coming and going in the higher parts of the mountains where they are skiing ready. I would like to speak to this whole thing. First of all, I would like to deal with weather. Let us get rid of the misconception that it is too cold to go out at all in the winter because you have heard about the blizzards in the center of Saskatchewan and the short grass country of Alberta. Even in Jasper and those areas in which you do have a mountainous type of winter you get warm weather in the winter. Yesterday it was 65 in Calgary at noon. We had what we call a chinook time. Now, it can get a little cooler in the mountains but the weather is excellent. There is a calm period in December. You are going to see the parks. If you go now you will be neither into the skiing season nor the tourist season.

The tourist season is ended and in three or four weeks you are going to go to those areas and see skiing. We are becoming now a great winter sports area. I think that is very important to the Committee because the new trend is to see that these parks are used for winter sports. I would say that early in December would be a good time. The weather will be good and I think we will see the parks at their best at that time. I would be opposed to going in the spring, because I am like Mr. Gundlock and one of the other speakers here in the Committee. I think we should go now. I think the people want to see us. I think Mr. George Steer, who is presenting an excellent brief, would like to give his evidence now because the problem they have is something that is immediate. I am sure they want to meet with us. Unfortunately, this week end does not give



the witnesses, the people of the parks, enough time to organize their case because it has been a short notice. I personally, and I hope I am not selfish in this regard would oppose this week end. I agree with the suggestions made by Mr. Lambert and Mr. Gundlock as to the time. We should not go either Armistice week end or Grey Cup week end. We should try as members of parliament surely to satisfy the people and I am sure those two week ends would not be too satisfactory to them.

Mr. MATHER: What is wrong with the first week end in December?

Mr. WOOLLIAMS: That would be excellent.

The CHAIRMAN: Excellent.

Mr. DUQUET: Do you not think that the first week in December will be just like any other week in that month in that everybody will be getting ready for Christmas and will be tied up by business and so on?

Mr. WOOLLIAMS: No, no.

Mr. DUQUET: I mean the members that are to go will be in that position. There are people among us who are in business, I am in business for one, and December is a very good month. It is very hard for me, to leave in December. I do not know about the others. I speak only for myself; I am talking about my personal case. I wonder if there are not other problems that we are concerned with that would make it more appropriate to go in the spring. It is all right to see the skiing, and all those things, but there are not only the skiing problems in the parks, there are more important problems than that.

Mr. WOOLLIAMS: Well, it is not a case of problems. You will see the parks in December, with the amount of snow that is there, as a tourist centre as well as a skiing centre. It is probably the best time to see it; all the roads will be open; you can still see the parks in the tourist season; a little snow and freeze does not change the scenery and you can also see it from the winter sports point of view.

I do not suppose we will ever get a date that is satisfactory to everyone. I may get a group of lawyers or doctors saying their business is important. You are busy in business. Now I sympathize with you in that regard. Could we compromise and say the first week in December. I know it is getting close to Christmas, but do you think you could make it then?

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): How about the Christmas recess?

Some hon. MEMBERS: No, no.

The CHAIRMAN: I want to take this opportunity to welcome Mr. Chatwood, the new member from Newfoundland, who wishes now to participate as a new member of the Committee.

Mr. CHATWOOD: Mr. Chairman, I was going to suggest one thing, on this. The people who want to speak to the Committee are probably people who are concerned with the tourist industry. They would probably have more time available between seasons, and the spring would appear to be a bad time because they will be getting ready for the new season. I agree with Mr. Woolliams that the week ends of the 11th, 12th of November and the 25th and 26th are bad because there are other activities going on. It would appear to me

that the week end of the 18th and 19th of November would be a good time, both because it is fairly soon and these people doubtless are concerned about the items they want to bring to the Committee. It would not involve putting it off too long and they should not be too busy; they should be prepared to speak at that time.

The CHAIRMAN: Thank you, Mr. Chatwood.

I wish to introduce to the Committee, Mr. MacDonald who is the Deputy Minister in charge of the national parks. He was asked to be here to listen to this discussion with regard to the visit to the parks. He is well versed with the situation in the parks. I would like to ask Mr. MacDonald if he would say a word about the best possible time to visit the parks.

Mr. GUNDLOCK: Mr. Chairman, could we have some little discussion on visiting Waterton. Waterton, as you know has no railroad and no highway through it. It has no winter development. It has that wildlife situation that I mentioned before. If we go on the first of December we may see them butchering elk, for instance, in the new abattoir that I mentioned. This has to do with wildlife control, and I think for those three reasons it would be well to consider very carefully visiting Waterton as well as Jasper and Banff.

The CHAIRMAN: If I may say so, Mr. Gundlock, the principal question for the Committee to decide is when we should go and then leave it later to discuss the program—where we should go and so on.

Mr. J. A. MACDONALD (*Assistant Deputy Minister National Resources*): Mr. Chairman, members, I think we in the department are in as much of a quandary as the Committee is about the question of time. On behalf of the department I can say that we very much want the Committee to come out and see the parks, not only the western parks but, if I may say so, a good sampling of all our parks across the country, because it is a national system of parks and among the characteristics one should derive from them is the feeling whether or not they are in fact representative of the country because their primary purpose is to be that kind of preservation. Naturally, we would like members of the Committee to see the parks when they are at their best rather than in the wintertime. That would probably be at the height of the season and that produces problems, on the other hand, in terms of congestion, crowded accommodation and so on. The early fall, I think everybody would have agreed, is probably a good time. Just after the season, but before the bad weather is set on, there is a cessation somewhat of visitation when you could get in.

The immediate reason, of course, for visiting the western parks at the moment is the undertaking to provide an opportunity to interested parties to make their views known to the Committee on some of the issues now occurring. I find it very difficult, Mr. Chairman from now on, for the next few weeks I suppose, one is really in between seasons. It has neither the beauty of summertime nor fall, and it has not the splendor of the snow cap skiing outlook that you can see during the wintertime. Whether a time in early December would be the best time is questionable. The snowfall, I think Mr. Woolliams, will be hitting almost any time now in some of those places out there.

Mr. WOOLLIAMS: Well, they have snow in the upper mountains for skiing now; there is no question about that.

Mr. MACDONALD: We think we are going to have some difficulty getting this Committee to go everywhere we would like to see them go, and we do not think they are going to go back two or three times. We would like the committee to see certain manifestations of the park. There are two really now primarily. The beauty of the summer and what that represents or alternatively in the western parks the beauty of the winter which is now achieving a new significance in terms of the skiing potential and the things we could show the Committee as well at that time such as the Whitehorn ski complex or some of these things.

The CHAIRMAN: May I ask a question of Mr. MacDonald?

Mr. LAMBERT: Mr. Chairman, may I intervene. What the Committee are wanting to see are the problems raised by the residents of Jasper and Banff as they are there the year round. That is not conditioned at all by whether you see greenery or snow.

Mr. MACDONALD: I was suggesting my remarks to this Committee in its continuing nature. I was expressing a point of view on behalf of the department that we do hope that the Committee will see the parks. It is true that the immediate concern is of the people operating businesses or living full time in the parks right now, and I want to say that we are not so optimistic as to think that the Committee is going to come out two or three times a year. This Committee's task is to look at the spending proposals of this department, and on the national parks which amount to somewhere in the order of \$35 million a year and it will be rising, we think, significantly. It was to give that background that we were expressing a hope that the Committee will try to look at the parks.

The CHAIRMAN: Before I ask for formal motion to decide, Mr. Lind would like to say a word.

Mr. LIND: Well personally, Mr. Chairman, I think that we as a Committee should visit the parks. There are several things that have been raised throughout the proceedings this year. When we get into the area of leasing, it does not make any difference whether we see it in the fall, winter or spring. But I personally would like to be able to go some time in November. I think the sooner we get this visit over with the better. The whole difficulty is the time of the year when some of us are not quite as busy as we are a little later on towards the first of December, I cannot see any reason why we cannot go this week end, I am prepared to go this week end, and next week end too.

Mr. WOOLLIAMS: If they are prepared to accept us this week end. We have to consider them; that is the problem.

Mr. LIND: Well, what about next week end?

Mr. ROXBURGH: Every time we have an excuse for something. When it comes to December there are two men who are in business, and others.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): What about the week end of the 18th?

Mr. LIND: Well, that is what I was thinking. Mr. Chairman, if I may continue, I was coming around to say that I said I was prepared to go this week end on short notice. We would have had the notice earlier if it had not been



blocked in the house. I am willing to compromise go out either the week end of the 11th, 12th or the week end of the 18th. I would even go the week end of the 24th or 25th. I am willing to go any of those four weeks ends. But it is impossible for me to go in December. Personally, I am looking forward to going out to the parks because we have heard so much about the problems of the parks from various members who are out there; they know more of the problem than we do. They are with it all the time, and I think it is important for the people who do not live in that area to get out and see and understand some of the questions and meet some of the members of the advisory councils personally and discuss the matters that are affecting them and the park people.

Mr. DINSDALE: The date of November 11 was mentioned. I think because it conflicts with Memorial Day it would be most awkward for most Committee members because if you are like myself you get deeply involved in Remembrance Day. I would like to concur in what Mr. MacDonald said there is a peculiar fascination about the mountain parks in particular in the wintertime. I agree with Mr. Lind that if we crowd it too close to Christmas we are going to get into conflicts again and other responsibilities, so I would suggest the next two week ends are out and the week end beyond that up to say December 2nd—

The CHAIRMAN: The 25th.

Mr. DINSDALE: —would be a compromise. Another good feature—I hope this can be arranged, Mr. MacDonald—is that we will be able to get the members of the committee into the hot springs there to work off some of this winter fat. It will put them in good shape for their Christmas dinner.

Mr. WOOLLIAMS: Mr. Chairman, I know it is going to be difficult to agree on a date, but I am going to make a motion that we go to the parks on the week end of December 2, 1966.

Mr. LIND: What are the dates in December that we will be there?

The CHAIRMAN: It will be on the Friday, December 2 and we will be returning the following Tuesday, which would be—

Mr. DUQUET: Mr. Chairman, do you really think that we can meet those people and have meetings and discuss the problems of the parks in three days, including the travelling time? Do you not think it is a little short? What is the point of going there if we have not time to discuss all the problems and see the people?

Mr. LAMBERT: For purposes of discussion I will make a motion that—

Mr. WOOLLIAMS: I should not say December 2, but that week end; it might start on December 1, I want to be flexible in my motion.

The CHAIRMAN: I think perhaps if we made it December 1, if the committee agrees, then we would have an extra day and come back the following Tuesday, giving the Committee more time; that would be one extra day.

Mr. DUQUET: If we were to leave on Friday would it not be the 31st?

The CHAIRMAN: Well, it is entirely up to the Committee.

Mr. DUQUET: Well, we are going to start Thursday this time, why can we not start Thursday?



Mr. ROXBURGH: Speaking to this motion, as far as I am concerned, the week end of the 18th seems to be the closest week end which is generally available to members. Now, barring that I would suggest that we go just at the end of the Christmas recess.

Some hon. MEMBERS: No, no.

Mr. ROXBURGH: And barring that we should go in the spring. There are three choices there.

The CHAIRMAN: I might say, gentlemen, that Mr. MacDonald's advice—and it is considered advice—is that December 1 appears to be the best time; but it is up to the committee. The decision is in your hands, not in mine.

Mr. WOOLLIAMS: It is regrettable for some of the fellows in business. I feel badly about that. I go along with some of the members, too, that the time might be short, but I think we could, if we got away December 1 or even a day earlier, cover the situation. We would leave it a little flexible for the chairman. We are really setting a time, but—

The CHAIRMAN: Did you move a motion?

Mr. WOOLLIAMS: —Yes, I made a formal motion seconded by Mr. Lambert.

The CHAIRMAN: Based on what?

Mr. WOOLLIAMS: I move that the week end of December 2 or December 1 and my motion, I want understood, is flexible enough so that the Chairman and the Committee can agree to go a day earlier or a day later.

And Mr. Lambert seconds it.

Mr. DUQUET: If we were to leave on November 30 it is a Wednesday.

The CHAIRMAN: It is up entirely to the committee. Any further discussion on the date?

Mr. WOOLLIAMS: Here are a couple who will go along with Thursday. Let us say on Thursday. I think it is a good compromise.

Mr. WATSON (*Chateauguay-Huntingdon-Laprairie*): I wonder what is the objection of any member to the week end of the 18th?

The CHAIRMAN: The best date suggested by the department is the end of November. If there is no further discussion I am going to put the motion.

Those in favour of leaving here on November 30 please signify by a show of hands.

Those opposed?

Motion agreed to.

We will journey to the parks on November 30, with the blessing of all concerned.

Mr. WOOLLIAMS: Is there one thing that I could speak to? This is a congenial matter. I would like you to visit the area which I have represented for 10 years and I will write a formal letter to your Chairman providing that your agenda can be fitted in, when you reach the city of Calgary, inviting all members of the

committee to an entertainment at my home. I will write a formal letter to that effect.

Gentlemen, I want to thank you very much for having disposed of this particular important matter.

Mr. DUQUET: Mr. Chairman, I was wondering how we are going to travel here. Are we going to travel by chartered plane or by Air Canada. I will tell you why I am asking this. If we are travelling by Air Canada, provided we pay the expenses, I think that those who want to bring their wives may be welcomed. Maybe this could be arranged as long as we are paying the expenses.

The CHAIRMAN: I might say, gentlemen, that if members wish to take their families I believe it is perfectly all right provided they pay their own expenses. I want to make that clear, that the government will not pay the expenses of the members' wives.

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OF  
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,  
*The Clerk of the House.*

HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

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STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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PROCEEDINGS

No. 18

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THURSDAY, NOVEMBER 17, 1966

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NORTHERN DEVELOPMENT

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INCLUDING THIRD REPORT TO THE HOUSE  
(Respecting Northern Development and the Committee's Tour  
of Northern Canada, July 28, 1966 to August 8, 1966)

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1966



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Barnett,	Mr. Lambert,	Mr. Simpson,
Mr. Chatwood,	<sup>1</sup> Mr. Laprise,	Mr. Watson
Mr. Dinsdale,	Mr. LeBlanc	(Assiniboia),
Mr. Duquet,	(Rimouski),	Mr. Watson
Mr. Gundlock,	Mr. Lind,	(Châteauguay-
Mr. Habel,	Mr. Mather,	Huntingdon-
Mr. Haidasz,	Mr. McKinley,	Laprairie),
Mr. Horner ( <i>Jasper-</i>	Mr. McWilliam,	Mr. Woolliams—(24).
<i>Edson</i> ),	Mr. Neveu,	
Mr. Hymmen,	Mr. Roxburgh,	

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Mr. Simard on November 9, 1966.

ORDER OF REFERENCE

WEDNESDAY, November 9, 1966.

*Ordered*,—That the name of Mr. Laprise be substituted for that of Mr. Simard on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*

## REPORT TO THE HOUSE

TUESDAY, November 22, 1966

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### THIRD REPORT.

1. Pursuant to its Order of Reference of Wednesday, July 13, 1966, your Committee utilized the authority granted to it relating to matters and projects dealing with northern development. Your Committee adjourned from place to place over the period July 28, 1966, to August 8, 1966, holding informal discussions with leaders and members of the communities visited and examining pertinent places and projects, in both the east and west of northern Canada.

2. The communities visited were, in order: Frobisher Bay on Baffin Island; Coral Harbour on Southampton Island; Cambridge Bay on Victoria Island; Inuvik, Fort McPherson, Arctic Red River, Tuktoyaktuk and Aklavik, all in the District of Mackenzie; Whitehorse, Dawson City and Clinton Creek, all in the Yukon Territory; Pine Point, Fort Smith, Hay River and Yellowknife, all in the District of Mackenzie; Churchill, Manitoba.

3. Following upon the valuable experience afforded by the tour, your Committee is of the opinion that it is now in a significantly improved position to consider matters which may be referred to it in the future in relation to Canada's north. Furthermore, it is recommended that consideration be given to empowering this Committee periodically, say once every two or three years, to adjourn from place to place within Canada on the matter of northern development, in order that its members may keep informed of problems and progress.

#### (a) *Northwest Territories*

4. While much progress has been made in the Northwest Territories in dealing with the basic needs of health, welfare, housing, education, many problems remain in both the areas of human and physical development.

5. *Health:* The Department of National Health and Welfare provides a reasonably adequate program, although at some isolated communities in the higher Arctic, there is a need for preventative medical inspection services and it is recommended that they be flown in at regular intervals to complement the flying ambulance service which is provided only after illness has developed.

6. *Housing:* Housing in the north varies from reasonably good to completely inadequate. While housing programs have been organized over recent years, the level of housing for Indian and Eskimo people is below reasonable southern standards. There is an urgent need for improvement at Tuktoyaktuk, Aklavik, and Churchill, although in Aklavik a workshop had been established during this past summer for the purpose of prefabricating housing for erection in communities in the area. The Committee regrets that it was unable to see the initial

result of the new Eskimo housing program; this was not possible as the sealift in the Eastern Arctic arrived after the Committee's visit to that area. In any case, your Committee recommends that the government consider increasing that part of the adult education program designed to improve the use and repair of housing by indigenous peoples.

7. *Utilidor in Inuvik*: During a meeting in Inuvik, N.W.T., some private residents and some representing business requested extension of the utilidor system to serve them in that community's west end. Your Committee recommends that the government give immediate consideration to their request.

8. *Game Regulation*: Your Committee heard evidence that, in the eastern and central arctic, migratory game fowl leave the Northwest Territories by the time the hunting season opens on September 1st. Your Committee therefore recommends that the Canadian government enter into negotiations with the United States and Mexican governments with a view to advancing the opening day of the migratory bird season in the areas of the Northwest Territories where this is necessary.

9. In some Communities your Committee received requests from long term non indigenous residents that they be allowed hunting privileges. Your Committee recommends that the Northwest Territories Council review the possibility of granting hunting licences to non indigenous residents of the Northwest Territories who have been residents, of the particular regions in which they reside, for a period of at least 5 years. The granting of such hunting privileges should, in all instances, be limited to species in adequate supply and should not be granted in any region where such hunting might adversely affect the livelihood of the indigenous peoples of that region.

10. *Radio*: In various communities, your Committee received requests for extension of radio services, for improved quality of broadcasts in some places, in other places for extension of coverage over greater distances. Your Committee appreciates the importance of radio to life in the isolated northern communities, and recommends that the Canadian Broadcasting Corporation consider making it possible for Canadians in the north to be better served by radio.

11. *Education*: Remarkable progress has been made in the field of education. In 1955, only fifteen per cent of the young people of the Northwest Territories were in school. Now almost eighty-five per cent is attending.

12. In many communities, concern was expressed that the policy of housing younger school children in residential hostels, in major communities away from home, was having a harmful effect on the family and the community. Recognizing that younger children whose parents live from the land are the ones affected, it is recommended that consideration be given to accelerating the local hostel program so that children at the elementary school level can stay in hostels in their home communities.

13. With regard to the hostel type of program for high school students, there were complaints that the high school curriculum was not sufficiently geared to the needs of the north. There is an urgent need for training programs related to employment opportunities that will provide northern young people with both the skills and motivations necessary to obtain and retain employment.



14. Your Committee is convinced of the mining potential of the Northwest Territories and is equally convinced that mining exploration, prospecting and other mining trades and technologies are the most promising area of future employment for the indigenous people. Your Committee urges the government to widen its program, in co-operation with the mining industry, for the training of Indian and Eskimo manpower in the mining trades, including mining trade schools located in northern mining centres and including subsidized on-the-site training.

15. Older residents expressed concern about the lack of adult education facilities. Your Committee recommends that adult education be more fully developed to assist in community cohesion and development.

16. *Employment of Indigenous Peoples:* Your Committee heard evidence that not all government departments, crown corporations and private companies under contract with the government were making adequate efforts to employ the local indigenous people. The Committee heard particular evidence at Tuktoyaktuk that the Northern Transportation Company, a Crown Corporation, was not employing as many local people as it could. Your Committee therefore recommends that the government exert direct pressure for adoption of a hiring policy favouring the employment of permanent residents of the Northwest Territories.

17. Your Committee urges that the government undertake a census of unemployed Indians and Eskimos in order to provide a basis for the application of the government's designated area program to areas presently not designated because unemployed Eskimos, Indians and Metis are not registered with the National Employment Service.

18. In many communities, your Committee heard evidence that fur prices were subject to severe fluctuations to the detriment of those dependant upon trapping for a livelihood. Your Committee therefore urges the government to consider undertaking a study of more orderly marketing procedures.

19. *Standards of Living:* Not only did your Committee observe differences in standards of living between whites and indigenous peoples, reflecting varying levels of income, but also, your Committee heard complaints about differences in standards of living between employees of equivalent rank in different government departments. This latter situation is a cause of discontent among administrators and your Committee recommends that the government consider bringing the lower standard up to the higher standard as soon as possible.

20. *Social Contacts:* Due to language, historic and present-day differences, there are problems in social mixing of the indigenous peoples with whites where they live together in communities. The lack of communication between the indigenous and white peoples in Inuvik, Fort Smith and Hay River was markedly apparent to your Committee. In other communities, such as Frobisher Bay, Cambridge Bay and Tuktoyaktuk, this situation was not as apparent. Individual Committee members heard many comments about this matter and it is your Committee's impression that the government could give more leadership by placing greater emphasis on orientation of civil servants before posting to the north and more emphasis on community development in northern communities.

21. *Self Government*: There is a growing demand in all parts of the Northwest Territories for a greater degree of self determination and self government. Local Advisory Councils placed this issue as a number one priority.

22. Many northerners expressed an interest in the then unpublished Report of the Advisory Commission on the Development of Government in the Northwest Territories ("The Carrothers Report"). Your Committee is of the opinion that it should now hear the views of the Northwest Territories Council and then review the Report in the light of the Council's views.

(b) *Yukon Territory*

23. The Yukon has its problems, but it is in a generally more advanced stage of community life and government.

24. Local spokesmen felt that the time had come to give more executive responsibility to the Yukon Territorial Council. In this regard, it is recommended that the government give consideration to advancing firm proposals at the earliest date in consultation with Yukon people.

25. Your Committee noted some serious substandard housing conditions in the city of Whitehorse and recommends to the federal government, the Territorial Council and the Whitehorse City Council, a National Housing Act low-rent housing program. Your Committee also recommends that adult education similar to that in the Northwest Territories be introduced in the Yukon for indigenous people, in the use and repair of housing.

(c) *Economic Development—Northwest and Yukon Territories*

26. Vital to the viability of the north is the future of its economy and your Committee is of the opinion that every feasible means should be used to encourage private industry and commerce to establish and expand in northern Canada.

27. Your Committee notes with approval such programs, developed in recent years, as Roads to Resources, the Northern Roads Program, the Resource Airport and Airport Development Programs, the Northern Mineral Assistance Grants, and education and housing programs having indirect and valuable effects. Your Committee urges the government to persist in these measures and to consider implementing additional programs which may be useful, particularly in the fields of minerals, petroleum, forests and tourism.

28. Your Committee is of the opinion that the growth of the economies of the Yukon and Northwest Territories is inhibited by high transportation costs and therefore recommends that the government consider implementing measures to reduce such costs, to bring them more in line with those prevailing in other areas of the country. Your Committee notes with approval the recent federal government announcement of a study into alternate transportation routes in the Yukon.

29. Your Committee found an important undeveloped potential for tourism throughout the north and urges expansion of existing programs, including parks, campsites and recreational areas. Your Committee also suggests to the government that a feasibility study be undertaken for insect control at these tourist areas, in the Northwest Territories and in the Yukon Territory.

30. Your Committee extends its appreciation to all persons who assisted in arranging its tour of the north and to all those in the north who extended their hospitality to the Committee.

31. One of the Committee's relevant Proceedings, *Issue No. 16*, includes a Post-Trip Summary which provides a day-to-day account of the Committee's activities and of the many matters discussed with the peoples of Canada's north.

32. A copy of the relevant Proceedings (*Issues Nos. 16 to 18*) is appended.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

## MINUTES OF PROCEEDINGS

THURSDAY, November 17, 1966.  
(22)

The Standing Committee on Northern Affairs and National Resources met *in camera* this day at 9.50 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Dinsdale, Duquet, Haidasz, Hymmen, Laprise, Lambert, LeBlanc (*Rimouski*), Lind, McWilliam, Orange, Roxburgh, Simpson, Watson (*Assiniboia*), Watson (*Châteauguay-Tuntingdon-Laprairie*) (17).

The Committee resumed consideration of its draft report to the House on northern development, including the tour which the Committee made of northern Canada, July 28, 1966, to August 8, 1966.

Following some further amendments and additions, it was agreed that the draft report be adopted and that the Chairman present it to the House as the Committee's Third Report.

The Chairman reported on the progress made to date in the planning of the Committee's visit to western national parks; there was a brief discussion thereon.

At 10.40 a.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:*

and

Mr. Barnett,	Mr. Haidasz,	<sup>1</sup> Mr. Nixon,
<sup>2</sup> Mr. Basford,	Mr. Horner ( <i>Jasper-</i>	Mr. Roxburgh,
Mr. Chatwood,	<i>Edson</i> ),	Mr. Simpson,
<sup>1</sup> Mr. Crossman,	<sup>2</sup> Mr. Kindt,	<sup>2</sup> Mr. Tucker,
Mr. Dinsdale,	Mr. Lambert,	Mr. Watson ( <i>Assiniboia</i> ),
Mr. Duquet,	Mr. Laprise,	Mr. Watson ( <i>Château-</i>
<sup>1</sup> Mr. Gilbert,	Mr. Leblanc ( <i>Rimouski</i> ),	<i>guay-Huntingdon-</i>
Mr. Gundlock,	Mr. Lind,	<i>Laprairie</i> ),
	Mr. Neveu,	Mr. Woolliams—24.

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Messrs. Habel, Mather and Orange, on November 23, 1966.

<sup>2</sup> Replaced Mr. McKinley, on November 25, 1966.

<sup>3</sup> Replaced Messrs. Hymmen and McWilliam, on November 29, 1966.

## ORDERS OF REFERENCE

WEDNESDAY, November 23, 1966.

*Ordered*,—That the names of Messrs. Crossman, Nixon and Gilbert be substituted for those of Messrs. Habel, Orange and Mather on the Standing Committee on Northern Affairs and National Resources.

FRIDAY, November 25, 1966.

*Ordered*,—That the name of Mr. Kindt be substituted for that of Mr. McKinley on the Standing Committee on Northern Affairs and National Resources.

TUESDAY, November 29, 1966.

*Ordered*,—That the names of Messrs. Basford and Tucker be substituted for those of Messrs. Hymmen and McWilliam on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,

*The Clerk of the House of Commons.*



## MINUTES OF PROCEEDINGS

TUESDAY, November 22, 1966.

(23)

The Standing Committee on Northern Affairs and National Resources met this day at 9.43 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Gundlock, Habel, Haidasz, Hymmen, Laprise, Lambert, Lind, McKinley, McWilliam, Neveu, Roxburgh, Simpson, Watson (*Assiniboia*), Watson (*Châteauguay-Huntingdon-Laprairie*), Woolliams—(17).

*Also present:* Messrs. Kindt and Southam, M.P.'s.

*In attendance:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

The Chairman presented the Fifth Report of the Subcommittee on Agenda and Procedure, as follows:

Your Subcommittee met last Friday on the matter of the Committee's planned visit to western national parks. Having considered four alternative itineraries suggested by the Department of Indian Affairs and Northern Development, your Subcommittee recommends, for your consideration, itinerary alternative "C" as revised by the Subcommittee, copies of which you received yesterday. Six days are involved in the itinerary, Wednesday, November 30th to Monday, December 5th inclusive. This itinerary provides for hearings in Banff and Jasper with the possibility of a side trip out of Edmonton to Elk Island Park.

Your Subcommittee is also recommending that formal hearings be limited to Banff and Jasper.

Your Subcommittee also recommends that, whatever itinerary is approved, the approval be granted without prejudice to any minor changes which may be desirable either in planning or en route.

These recommendations are made on the assumptions that Air Canada or other acceptable air transportation is available and that weather conditions are favourable. Your Subcommittee wishes to draw to your attention the possibility of these assumptions being invalidated by events.

The Chairman then provided subsequent information on the air transportation problem, Air Canada not operating currently due to a strike.

There being no suitable alternative available in the event that Air Canada is not operating on the date planned for departure, Wednesday, November 30, 1966, and in view of the limited time available to members for travel at this time of year while the House is sitting, it was agreed that the Committee depart for the western parks on that date if Air Canada is available, or if Air Canada is not



available, that the itinerary, to be agreed upon, not be used and the visit be postponed.

The Committee then considered the Subcommittee's Fifth Report with its proposed itinerary.

Following some discussion, in which Mr. MacDonald provided related information from time to time on request,

On motion of Mr. McWilliam, seconded by Mr. Woolliams,

*Resolved*, — That the Fifth Report of the Subcommittee on Agenda and Procedure presented this day be adopted with further minor amendments to the itinerary, see Appendix X.

At 10.30 a.m., the Committee entered *in camera* proceedings to consider the list compiled to date of more than thirty persons interested in appearing before the Committee in the west.

Following some discussion, it was agreed that the arrangements for scheduling of witnesses be planned by the Subcommittee on Agenda and Procedure, with due regard to balancing the wish of the Committee not to deny anyone a hearing, with the need for economy in the use of the Committee's time.

At 10.50 a.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*

## APPENDIX X

## ITINERARY

*Wednesday, November 30th*

early a.m. ....	Leave Ottawa by Air
late a.m. ....	Arrive Calgary
noon ....	Lunch at Calgary
after lunch ....	Leave Calgary by Chartered Bus
early afternoon ....	Arrive Banff
afternoon ....	Daylight tour of Banff by Bus
evening ....	Hearings

*Thursday, December 1st*

9:00 a.m. ....	Hearings, Banff
12:00 noon ....	Lunch
1:30 p.m. ....	Hearings
7:00 p.m. ....	Reception for Committee members and guests
8:00 p.m. ....	Dinner for Committee Members and guests
	Host: Department of Indian Affairs and Northern Development

*Friday, December 2nd*

9:00 a.m. ....	Hearings, Banff
noon ....	Lunch at Banff
after lunch ....	Bus from Banff to Jasper via Lake Louise
evening ....	Free

*Saturday, December 3rd*

9:00 a.m. ....	Hearings, Jasper
12:00 noon ....	Lunch
1:30 p.m. ....	Hearings
7:00 p.m. ....	Reception for Committee Members and guests
8:00 p.m. ....	Dinner for Committee Members and guests
	Host: Department of Indian Affairs and Northern Development

*Sunday, December 4th*

morning ....	Free or Tour of Jasper by bus
1:30 p.m. ....	Presentation of Jasper Townsite Planning
	Considerations by Departmental Officers
late afternoon ....	Bus from Jasper to Edmonton

*Monday, December 5th*

9:00 a.m. ....	Side trip by bus from Edmonton to Elk Island Park
12:00 noon ....	Lunch
p.m. ....	Fly from Edmonton to Ottawa.



## DELIBERATIONS

(Recorded by Electronic Apparatus)

TUESDAY, November 22, 1966.

9.47 a.m.

The CHAIRMAN: Gentlemen, we have a quorum. Now, on the matter of our visit to western parks. We plan departure from Ottawa on Wednesday, November 30. The subcommittee on agenda and procedure presents its fifth report as follows:

(See Minutes of Proceedings).

I now have subsequent information on the air transportation problem. If Air Canada is operating on the day planned for our departure, Wednesday, November 30, which is a week from tomorrow, we can meet the itinerary without difficulty. If Air Canada is not operating we have information that there is no other alternative available.

Mr. KINDT: Will the trip be cancelled under those circumstances?

The CHAIRMAN: Yes, indefinitely. I presume that it will be postponed, in other words, and accordingly I suggest that we agree that we travel Air Canada and if Air Canada is not operating the visit to Banff and Jasper be postponed. Do you agree to this assumption.

Mr. WOOLLIAMS: What is wrong with Nordair.

The CHAIRMAN: We cannot get any. Mr. MacDonald, the Assistant Deputy Minister is here with us and he will explain the difficulty there in connection with transportation. I would just like to proceed and tell you that—do you agree with this report?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: As for the procedure today, I suggest that we discuss the itinerary immediately. When we finish with that we will then go into in camera proceedings to discuss the list of those persons in the west interested in being heard when we visit out there. The reason for this, of course, is that we have over 30 applications from persons who wish to appear before us. It was felt by the subcommittee that there are some duplications that we can very well eliminate.

We have this room until 11 o'clock, so I would suggest that we be as expeditious as possible.

We will now discuss the itinerary which is the substance of your subcommittee report and on this matter Mr. J. A. MacDonald, Assistant Deputy Minister in charge of national parks is here to assist us with his comments. The Chair is ready to recognize anyone who wishes to speak.



Mr. SIMPSON: Mr. Chairman, it is my understanding that either the Committee or a member of the Committee has a request from the Chamber of Commerce of the park in Manitoba, either the Chamber of Commerce of Wasagaming or Clear Lake Chamber of Commerce to be heard, if possible.

The CHAIRMAN: Mr. Simpson, I would suggest to you that we proceed first of all to approve the agenda in so far as the hearings are concerned, and then we will discuss in camera those who have applied and who wish to appear.

Mr. SIMPSON: But this would be a stop in Manitoba which would change it somewhat.

The CHAIRMAN: Manitoba was never discussed by your subcommittee. In fact, there never has been a suggestion made that we should stop in Manitoba.

Mr. SIMPSON: This is the point I am trying to bring before the Committee for consideration. This is a national park and I understand the Chamber of Commerce there would like to be heard. There is a tremendous amount of interest at the present time in relation to a second national park in Manitoba. The people, I know, would be interested in being heard on that. I would like to put the request of these people forward to the meeting for consideration because they do wish to be heard.

Mr. BARNETT: Mr. Chairman, my understanding when we discussed this in the subcommittee was that an agreement on the itinerary for this tour did not necessarily mean that this was the end of the Committee's activities as far as parks were concerned, but that we could not possibly encompass all of the national parks throughout all the areas in Canada, particularly, with the house in session. It should not be implied just because we are concentrating on visiting Banff and Jasper that forever, Amen, we are not going to pay attention to other provinces at a later date.

Mr. SIMPSON: This is fine. I did not know that it had been discussed. We are flying over that way and in fact across it.

Mr. SOUTHAM: Mr. Chairman, I am in sympathy with what Mr. Simpson has brought forward. I know that this problem has been discussed before but I had the privilege and pleasure of being in Wasagaming National Park for a week this summer. They were very interested and, in fact, I happened to run into several of the officials and when they knew I was a member they wanted me to bring to the attention of the Committee that they wanted to be included in this. I think what Mr. Simpson was thinking of was that if we were tied down to an itinerary whereby, if we were using Air Canada it possibly would not be convenient at this time, but if we were going to charter a flight we would have a more flexible itinerary and possibly we could spend a day there, and then these people would not feel then that they were being left out. I can understand Mr. Simpson's point of view and—

Mr. CHAIRMAN: I think that if we hear from Mr. MacDonald he will explain to you the situation with regard to the possibility of chartering a plane at the present time. Mr. MacDonald, would you care to comment?

Mr. J. A. MACDONALD (*Assistant Deputy Minister, National Resources, The Department of Indian Affairs and Northern Development*): Mr. Chairman, quite

apart from the strike we had thought of investigating the question of a charter just for that point of comfort and flexibility but we found that one of the possibilities had chartered its aircraft in the United States for the summer because of a seasonal impact and the balance of the air carriers, because of the strike, are so booked now that we did not have a look in. All we can say is that if the air strike continues it becomes even more impossible to charter. Second, we found that it would be very costly. We can get a group rate with Air Canada, based on schedule flight, which would only cost us something less than the collective total of the flights, whereas if we charter we have to pay the standby cost of the aircraft while we are going from point to point. It became pretty prohibitive in terms of cost. In any event we never got our teeth into that problem because there was nothing available.

Mr. LAMBERT: What about DOT.

Mr. MACDONALD: We looked at DOT as well. There is one Viscount that will take about 22 people but again because of the strike it is just booked solid.

Mr. KINDT: Sir, are the Ministers taking all the DOTs?

Mr. MACDONALD: I am not briefed, sir, on the DOTs.

Mr. KINDT: Well, I would suggest that you get briefed.

Mr. MACDONALD: Sir, it is not my department.

Mr. KINDT: Then the Chairman should be briefed.

The CHAIRMAN: Gentlemen, your subcommittee came up with these recommendations which are for you to approve or not to approve. It seems to me that the alternative which we selected is a reasonable one under the circumstances and considering all factors. If it were later in the year—in the summer time—we could possibly spend a lot more time; instead of only six days we could probably spend two weeks. As pointed out, we are contemplating other visits to other parks in the new year. At the moment, as I see it, and as pointed out by Mr. MacDonald, I cannot see how we can alter radically the itinerary by taking in other points. We have 12 national parks in Canada and I think it is the intention of the Committee also to visit parks in the maritimes some time in the spring or summer.

Mr. LAMBERT: Mr. Chairman, the point that cries out for, shall we say, early examination is the situation with respect to the national parks in Alberta.

The CHAIRMAN: Would you please speak into the microphone.

Mr. LAMBERT: I am sorry. One point that does come out of this is that there is an urgency about some problems in the parks in Alberta. I was a little concerned at your use of the phrase "some time in the summer" or "in the spring." I would say that there would be undue prejudice to a number of the people in both Jasper and Banff if this is delayed unduly. They have problems with regard to leases, development and their present arrangements. I think it would be highly unfair to those people to put this off indefinitely. We are certainly faced with a situation at the present time and this is why Mr. Williams and myself and others have been rather insistent upon an early visit. However, if circumstances beyond our control precludes such a trip we have to

accept that. I would not, myself, subscribe to any idea that this could be put off to April or May, or something like that.

The CHAIRMAN: Mr. Lambert, I think you misunderstood me. What I meant to say was that other visits to other parks will be contemplated for next year, either in the spring or in the summer. I am not suggesting that this proposed trip to western Canada is going to be postponed indefinitely; not at all. What we are trying to do is to visit Jasper and Banff right now, this month, and then next year go to other places.

Mr. LAMBERT: Oh, that is fine.

Mr. KINDT: Mr. Chairman, if I may say something since I represent, along with Mr. Gundlock, the national park at Waterton Lakes, and I have had contact out there, since having a talk with you, Mr. Chairman, and the feeling is that, just as it always has been, those who are in authority and arrange these trips leave Waterton Lakes out. They are as mad as hops, and I am telling you, and the rest of the Committee, that if you have this trip now and go to Banff and Jasper I suggest that your trip be cancelled rather than leave Waterton out. I mean that in all sincerity. I got it directly from the people who are out there.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Do they have winter sports in Waterton.

Mr. KINDT: Yes, they intend to have winter sports.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): Do they have them now.

Mr. KINDT: That does not make any difference; that is beside the point. The fact that they have been left out—Mr. Simpson has suggested that two parks in Manitoba have been left out. Well, that is a different thing. We are talking about parks in Alberta. We are talking about Waterton, Banff and Jasper. Waterton has been deliberately left out. So, Mr. Chairman, with all due respect to you and with respect to the Committee, and with respect to those who are arranging, and in spite of the fact that there are not any airplanes and methods of transportation, I suggest to you, sir, that if you want to keep the good will of the people in the southwestern part of the province, you had better reconsider leaving them out.

The CHAIRMAN: There is no question of wishing to retain the good will of the people of Alberta and also the continuing good will of every province in Canada—

Mr. KINDT: On this particular arrangement—

The CHAIRMAN: We considered Waterton; we considered every other locality, but we decided that owing to the limited time at our disposal—and facilities, too—it was not practical at this time to arrange for a visit to Waterton. As you know, we heard Mr. Craig from Waterton park. We heard him here, as you recall. He gave us a two hour testimony. He is the president of the Waterton Lakes Chamber of Commerce.

I appreciate the sentiments expressed by Mr. Kindt. I realize, of course, being in his constituency that he has a special interest in Waterton. But I would say that we have to accept the reality of the situation as it exists today. We are



embarking on this visit. It will be in December. The feeling of the Committee, I believe, is not to protract it too long into December. We cannot extend it beyond December 6; therefore, I think it is only reasonable, and I expect the Committee will accept this, that what your subcommittee has come up with is a fair program for the immediate future. However, it is our intention and it is in the hands of the Committee to go to other parks later on in the new year.

Mr. ROXBURGH: Mr. Chairman, in the case of going to the two parks there is nothing to prevent representatives from Waterton park coming out there. Since I have been on the Committee, and I have missed few, if any, meetings, the big problem, the serious problem, has been Banff and Jasper. That is why we are going out there in the first place. If the situation is not what it appears to be out here we would not be going to any parks. We have only a limited time as you have pointed out; I cannot see any reason why representatives from the park, which the doctor is talking about, cannot come out there if they want to. We have only so much time to do so much, and I cannot see how you can extend it. There will be a time, as our friend has pointed out, when we will be able to go out and visit the parks which have been missed. We can even go out to British Columbia.

Mr. WATSON (*Châteauguay-Huntingdon-Laprairie*): I am perhaps a bit prejudiced in this matter because I cannot go on the trip if it is held between his coming week end and December 11, so I have said all along "a later date." I wonder if many members of this Committee are categorically opposed to going on a slightly longer trip during the Christmas recess?

Mr. GUNDLOCK: Mr. Chairman, you will recall that at two previous meetings I tried to point out to the Committee that in Waterton there are two specific things that this Committee should see. One was the control of wildlife. I mentioned the abattoir out there. It is the only one in the mountain parks and has to do with the control of wildlife. There is also a good example of the control of timber. Now, this is available in Waterton and it is the only park in which it is available. With regard to the control of wildlife there is a modern abattoir there for the specific purpose of butchering 250 elk each year. I mean this is all sincerity, regardless of constituencies or anything else, this is something which this Committee should see. The wildlife people and others will present to us something that we have no real consideration of and Waterton is the only one that can show this to the Committee.

Mr. HYMMEN: Mr. Chairman, I just wanted to add to what Mr. Roxburgh has said. We realize there are limitations as far as this present trip is concerned. The concern of the Waterton people, I feel, from the brief which was presented to us, was the problem of leasing arrangements. I think this matter could be discussed here. Mr. Gundlock just added some other matters which could certainly be the subject of another trip unless this—

Mr. GUNDLOCK: Mr. Chairman, if I may interrupt. I did not add this; I brought this up at an earlier meeting when we had other witnesses here. This wildlife control and the control of the timber are two different things. We will see them in Waterton as we will not see them in the other parks. If we are going to be a real Committee and see all aspects of the parks we should visit Waterton. I am quite sincere in this statement.



Mr. HYMMEN: Mr. Chairman, we cannot do everything which is suggested now in four days. If it is important to go out and consider the leasing arrangements, let us go, and if we cannot do this, let us put it off until next year.

Mr. KINDT: I do not like to do too much talking but I feel there is a very, very grave problem here which certain members of the Committee are not cognizant of. It is not a question of settling the leasing problem as one gentleman said. If it is only the leasing problem, then that same problem will be discussed at both Banff and Jasper. I submit, sir, that it is more fundamental than that. The very fact that you have left Waterton Lakes out, and that you make this trip and refuse to go there, is going to cause no end of trouble. It is not the leasing problem. The same problem will be discussed at the three parks. It is the fact of Banff and Jasper, and the people who have been deciding on the trip, the Liberal Party, for that matter, have left Waterton Lakes out. Mind you, they have butchered up these constituencies in Alberta and put the three parks into one constituency. I say this advisedly, and I have the floor, that these people are not going to swallow the fact that you went out there with a Committee of the House of Commons and left Waterton Lakes out. I will do everything that I possibly can to spread the discontent over what this government has done if you go out there and leave Waterton Lakes out. I mean it!

Mr. ROXBURGH: This is the first time in this committee that politics has come into our discussions. We have been trying to get away from it. Any decision that has been made has been made within the Committee. I do not go for that at all, but I do go for what Mr. Gundlock said. He has brought this up before and it is something that I have missed. I think, since the wildlife problem is associated with the parks we should maybe take an extra day or an extra day and a half or two while we are out there to visit Waterton, but not because of the statement made by the doctor. I am very, very sorry to hear that he has brought it in and I think there is more than me sorry for what he has done.

Mr. KINDT: You do not want the truth?

Mr. ROXBURGH: I would like to keep politics out of it. But as far as I am concerned if you want to bring it in that is your prerogative. I will go along with Mr. Gundlock on his suggestion, and his suggestion only, but not yours.

Mr. KINDT: This Committee has deliberately left Waterton Lakes out.

The CHAIRMAN: Gentlemen, in the past we always have had orderly meetings. The meetings have all been harmonious and we have never had any hot words across the floor or across the table. Please, let us continue in a note of friendly discussion. I think the purpose of this Committee is to get together and discuss the matter dispassionately and without any question of partisanship of any kind. I am looking at it from the standpoint of trying to accommodate those who are mostly interested in this particular question of visiting the parks. I am interested in seeing that the Committee conducts itself in such a way as to benefit all concerned.

I want to again reiterate that we have other parks. We have the Prince Albert in Saskatchewan, a national park, and the Riding Mountain park in Manitoba. We also have parks in the maritimes. We all want to see them and possibly during the new year we will see them.

If we were to consider now a new proposal, apart from that which was arrived at by your steering committee, then we would be faced with another problem. We would be faced with the problem that we would have to find out what arrangements can be made and what transportation would be available to go to any of the other parks outside of what we already are to visit. The department is at a loss at the moment, to know whether we would be able to make arrangements to visit Waterton Lakes or any of the other parks. Please, gentlemen, I want you to be reasonable, and I know you are. If you decide that we should go to Waterton, then, at the moment, I cannot see how we are going to get there. The department would have to make a study, to make a new itinerary and the time is short. We are leaving a week from tomorrow, according to the schedule here, provided Air Canada is not on strike at the time. I think if we visited the two principal parks in Alberta, Banff and Jasper, where I understand most of the problems are centred, I think this would be a good beginning. This will not prevent people from Waterton Lakes park to present their brief at Banff or Jasper. The Committee will be quite willing to hear it. I have already said that Mr. Craig appeared before the Committee during one of our meetings earlier in the year:

Gentlemen, I want you now to go over this revised schedule, which was approved by your subcommittee on agenda and procedure. You have the list before you and—

Mr. GUNDLOCK: Mr. Chairman, may I make a suggestion, please. I note that in the agenda there is a free evening. Now, if we were to forgo that free evening—according to the air schedule we leave at 15 minutes to nine in the evening for Lethbridge and we could visit Waterton Lakes. I do urge this and I am not urging this on behalf of Mr. Craig and the Chamber of Commerce. I think there is a facet in Waterton that you will not see in the other two parks. We could fly back to Edmonton, save a bus trip, and do the whole thing in practically the same time. I am quite sure that the Committee would appreciate that one facet, in particular, relating to wildlife. I am not speaking for the Chamber of Commerce; in all deference to my colleague here there is no politics whatsoever. There is a facet that you will see there that you will not see in the other parks.

An hon. MEMBER: Does it operate in the winter?

Mr. GUNDLOCK: Yes, that is when it does operate.

The CHAIRMAN: Gentlemen, I understand that from Banff to Waterton there is no other transportation but air transportation and there is no aircraft available.

Mr. GUNDLOCK: Mr. Chairman, there is air transportation from Calgary to Lethbridge in the evening. It arrives at Lethbridge at 10 o'clock at night and it is only a 40 minute flight.

An hon. MEMBER: How far is it, approximately?

The CHAIRMAN: Gentlemen, I do not know—

Mr. GUNDLOCK: I do it quite often.

The CHAIRMAN: Gentlemen, I cannot for the life of me at this late hour bring in a proposition to go to another point; not after we have made all these arrangements to go to Banff and Jasper.

Mr. WOOLLIAMS: Mr. Chairman, there was one thing which I was thinking about, and I do not know whether the matter had been discussed before I came in, if the Air Canada strike still continues, is this trip on?

The CHAIRMAN: We will have to postpone it, then.

Mr. WOOLLIAMS: I see, that is the position. I just wanted to clarify that.

The CHAIRMAN: With respect to the first day, Wednesday, November 30, we will leave Ottawa early in the morning and arrive at Calgary and have lunch there is that an inclusion of your invitation?

Mr. WOOLLIAMS: Yes. The mayor of Calgary is in town and I had dinner with him last night, Mr. Ballard and myself. He will combine that with a civic luncheon. We will include my invitation with a civic luncheon. That would work out very well. You probably will not be getting the park atmosphere but you will be meeting a lot of people in Alberta. Everyone is invited; all the members of parliament for Alberta and all the members of the Committee and the press.

The CHAIRMAN: May I have an agreement on the first day, Wednesday, November 30. Are you agreed on this day's program as outlined in this proposal approved by the steering committee.

Some hon. MEMBERS: Agreed.

The CHAIRMAN: On Thursday, December 1, 9 a.m., hearings at Banff; 12 noon, lunch; 1.30 p.m., hearings; 7.00 p.m., reception for Committee members and guests and at 8.00 p.m. dinner for Committee members and guests. The host will be the Department of Indian Affairs and Northern Development. Is there any discussion on this. Is it agreed?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Friday, December 2; 9.00 a.m., hearings at Banff; late a.m. leave Banff by bus. Noon, lunch at Lake Louise at Post hotel. It may be a little crowded there, which we did not consider at the time. It might be better to continue the hearings until lunch at Banff, have lunch, and then after lunch leave Banff by bus to Lake Louise and Jasper. I believe that probably would be better. Perhaps we can arrange this later. Do you agree on this?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: On Saturday, December 3, 9.00 a.m. hearings at Jasper; 12 noon, lunch; 1.30 p.m., hearings; 7.00 p.m., reception for Committee members and guests and 8.00 p.m., dinner for Committee members and the host will be the Department of Indian Affairs and Northern Development. On Sunday morning, December 4, free or tour of Jasper by bus; 1.30 p.m., presentation of Jasper Townsite planning consideration by departmental officers and Sunday evening free or bus from Jasper to Edmonton.

Mr. WOOLLIAMS: I think it is a good idea to have a tour on Sunday morning because there may be somebody in the Committee who might feel that they want to attend services.



Mr. LAMBERT: In addition, you will see a lot of skiing on Sunday morning; there are facilities there. My suggestion is that on Sunday, immediately after the presentation of the Jasper Townsite planning, you travel to Edmonton because remember it is about a 5½ or 6 hour trip by bus under the best conditions from Jasper to Edmonton because it is 220 miles I would say it would be wrong to leave it to Monday.

The CHAIRMAN: You suggest that we go Sunday evening?

Mr. LAMBERT: Well, late Sunday afternoon or early Sunday evening and spend the night in Edmonton. This would allow you then to make that trip to Elk Island Park on Monday. It is only 25 miles from Edmonton to Elk Island Park.

The CHAIRMAN: Well, that is better. Do we agree on the amendment?

Some hon. MEMBERS: Agreed.

Mr. MacDonald: We would book accommodation in Edmonton for Sunday night, then?

The CHAIRMAN: Yes, we will amend it to spend the night in Edmonton.

On Monday, instead of the bus from Jasper to Edmonton, we will be in Edmonton and we could then take a side trip to Elk Island Park. We could have lunch at noon and then in the afternoon fly back from Edmonton to Ottawa.

Mr. LAMBERT: The Air Canada flight out of Edmonton is at 4.05 p.m. and it gets in here around 11 o'clock at night.

The CHAIRMAN: Gentlemen, do you agree on this program.

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Now, I think I should have a motion to confirm the arrangements as they have been prepared and recommended by the subcommittee on agenda and procedure with the amended times at Edmonton and Jasper. May I have the resolution to approve this by the Committee.

Mr. McWilliams: I so move.

Mr. Woolliams: I second the motion.

The CHAIRMAN: It is moved by Mr. McWilliams and seconded by Mr. Woolliams that the arrangements as recommended by the steering committee be approved as amended.

Motion agreed to.

The CHAIRMAN: Gentlemen. Mr. MacDonald has mentioned that it has been indicated at previous meetings that some of the members want to take ladies with them. Will you kindly indicate who wishes to take their ladies on this particular visit.

Mr. MacDonald: Could we have very, very quickly the names of any other persons, as well as the members themselves, who will be going so we can book names through Mr. Measures. We urgently need to know the names of the members who are coming on this trip and those who will be accompanied.

The CHAIRMAN: We need to know this as soon as possible. May I have a show of hands, please.



Mr. WOOLLIAMS: The members as well as their wives?

The CHAIRMAN: Their wives, yes.

Mr. WOOLLIAMS: The members first?

The CHAIRMAN: Yes, the members first.

Now, will those who are taking ladies, please raise their hands.

Mr. Duquet, who is not at this meeting, indicated to me that he wanted to take his wife.

Mr. MACDONALD: We need to know so we can make the reservations with Air Canada.

Mr. WOOLLIAMS: Maybe this is a little legalistic, but since you have to make reservations, I think everybody should have their secretary write a letter confirming that their wife and themselves will be attending so we can have an exact list.

Mr. MACDONALD: We would like to have all the names so we can book them with Air Canada.

The CHAIRMAN: Gentlemen, we have half an hour to discuss in camera the list of those interested in appearing before us in Banff and Jasper.

HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966

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STANDING COMMITTEE  
ON  
**Northern Affairs and National  
Resources**

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 20

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WEDNESDAY, NOVEMBER 30, 1966

THURSDAY, DECEMBER 1, 1966

FRIDAY, DECEMBER 2, 1966

Banff, Alberta

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SATURDAY, DECEMBER 3, 1966

Jasper, Alberta

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WITNESSES: See Minutes of Proceedings

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National Parks and Historic Parks and Sites,  
Including FOURTH REPORT to the House.

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ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:*  
and

Mr. Barnett,	Mr. Horner ( <i>Jasper-</i>	Mr. Nixon,
Mr. Basford,	<i>Edson</i> ),	Mr. Roxburgh,
Mr. Chatwood,	Mr. Kindt,	Mr. Simpson,
Mr. Crossman,	Mr. Lambert,	Mr. Tucker,
Mr. Dinsdale,	Mr. Laprise,	Mr. Watson ( <i>Assiniboia</i> ),
Mr. Duquet,	Mr. LeBlanc ( <i>Rimouski</i> ),	Mr. Watson ( <i>Château-</i>
Mr. Gundlock,	Mr. Lind,	<i>guay-Huntingdon-</i>
Mr. Haidasz,	<sup>1</sup> Mr. Mather,	<i>Laprairie</i> ),
	Mr. Neveu,	Mr. Woolliams—(24).

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Mr. Gilbert on January 10, 1967.

## ORDER OF REFERENCE

TUESDAY, January 10, 1967.

*Ordered*,—That the name of Mr. Mather be substituted for that of Mr. Gilbert on the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*



## REPORT TO THE HOUSE

FRIDAY, January 20, 1967.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### FOURTH REPORT

1. This is an interim report pursuant to your Committee's Order of Reference of Tuesday, November 1, 1966, on the matter of national parks and historical parks and sites:

2. Your Committee adjourned from place to place over the period November 30, 1966 to December 5, 1966, and held formal hearings in Banff and Jasper National Parks, Alberta. Calgary, Edmonton and Elk Island National Park also were visited.

3. The following witnesses were heard during formal proceedings:

Senator Donald Cameron, member of the Banff National Park Citizens Association;

Mr. W. R. Roberge, President, Banff Advisory Council;

Mr. Alexander Forbes, Chairman, Banff School Board;

Reverend Gordon Firth, President, Banff National Park Community Welfare Council;

Mr. John Price, Secretary, Calgary Bird Club;

Mr. Alfred L. Harris, Chairman, and Miss Karen Beder, both of the Action Committee on National Parks;

Mr. Ted Mills, of the Alpine Club of Canada and its Calgary Section;

Mr. Claude Brewster, immediate past-president, and Mr. Eldon Walls and Mr. Otto Steiner, both members of the Executive Committee, all of the Banff-Lake Louise Chamber of Commerce;

Mr. Hugh Craig, President, Waterton Lakes Chamber of Commerce;

Mr. G. H. Steer, Q.C., representing the two aforesaid Chambers and the Jasper Park Chamber of Commerce;

Mr. Rolf Pallat, Chairman, Rocky Mountain Ramblers Association;

Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development;

Mr. Fred Scott, member of the Parks Committee, Calgary Chamber of Commerce;

Mr. Joe Balla, President, Alberta Fish and Game Association;

Mr. M. J. Brusset, President, Calgary Ski Club;

Mrs. Lorea Kendal, and

Mr. Collier Mayberley, both residents of Banff;

Mrs. J. T. Mowat, Calgary Area Camp Adviser, Girl Guides of Canada;  
 Mr. Neville N. Lindsay, barrister, representing the Calgary Regional Council, Boy Scouts of Canada, and the Calgary Fish and Game Association;  
 Mr. William Robertson, and  
 Mr. Cecil Yarmoloy, and  
 Mr. Cecil Philpott, all residents of Banff;  
 Mr. Kurt Steiner, a resident of Calgary;  
 Mr. Earl Smith, President, Mountain Region, Canadian Youth Hostels Association;  
 Mr. MacDonald Millard, past-president, Alberta Tourist Association;  
 Mr. Erwin Zeiter, a resident of Edmonton;  
 Mr. E. A. Smith, Secretary-Treasurer, Banff School Board;  
 Dr. J. P. Betkowski, President, and  
 Mr. R. W. Dowling, a Director, both of the Jasper Park Chamber of Commerce;  
 Mr. Roy Matthews, a member, Jasper Residents' Association;  
 Mr. D. I. Crossley, a forester, resident in Hinton, Alberta;  
 Mr. D. F. Marlett, general manager, Edmonton Chamber of Commerce;  
 Mr. E. E. Bishop, barrister, representing: the Mountain Parks Motel Association; operators of ski resorts in Banff and Jasper National Parks; and Mr. Walter Meikle of Storm Mountain Lodge in Banff National Park;  
 Mr. G. H. LaRoi, President, Edmonton Natural History Club, and representing also: the Alberta Chapter of the Canadian Wildlife and Fisheries Biologists Society; the Albert Wildlife Foundation; the Edmonton Bird Club; and the Gateway Colour Guild;  
 Mr. Toby Rayner, a resident of Banff.

4. In Calgary during an informal gathering, the members of the Committee were addressed by the Honourable A. Russell Patrick, Minister of Industry and Development (including tourism) of the Province of Alberta.

5. The following documents, in addition to those on which oral statements were based, were tabled:

Statement by P. J. B. Duffy, Secretary and Director, The Olympic '72 Organization;

The National Parks Problem in Western Canada, by J. G. Nelson of Calgary;

Brief of Brent Holdings Ltd., owner of Town House Apartment, Banff, per Hans Hartwig;

National Parks Policy, a submission of the Banff-Lake Louise Chamber of Commerce, to the Minister of Northern Affairs and National Resources, July, 1965; and the Minister's detailed written comments thereon (following various interim comments) dated November 15, 1966;

One letter from Mrs. K. McDermott, a resident of Banff;  
One postcard from Mr. Edward W. Green, a resident of Calgary;  
Commercial Leasehold Policy; Residential Leasehold Policy: two pamphlets issued by the National Parks Service, Department of Indian Affairs and Northern Development;

Statements by:

Jasper Sky Tram Ltd.;  
Jasper Park Chamber of Commerce, on pollution and conservation;  
George Andrew and Sons Ltd., owners and operators of Astoria Motor Inn and Andrew Motor Lodge, both in Jasper;  
Alberta Division, Canadian Amateur Ski Association;  
A. J. Macaulay, a student of wildlife management at the University of Alberta.  
Three documents related to testimony of Mr. R. W. Dowling, a Director, Jasper Park Chamber of Commerce.

6. Subsequent or supplementary to the visit, the Committee in Ottawa has received documents from the following:

Mrs. K. McDermott, a resident of Banff;  
Mr. Edward W. Green, a resident of Calgary;  
The Jasper Park Chamber of Commerce, including Mr. C. R. Kiefer, vice-president;  
Mr. James Anderson, a resident of Banff;  
Mr. Clint Coleman, a resident of Jasper;  
Miss Joan C. Shore, Secretary-Treasurer, Edmonton Bird Club.

7. After obtaining further information, your Committee will make another report which will embody its observations and recommendations.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

NOTE: Except where otherwise stated in the Minutes of Proceedings, statements made by witnesses were oral and were either read from, or based upon, written statements. Copies of these papers were distributed to Members either at the hearing, or later to Members' offices in the House of Commons when sufficient quantities were available.

## MINUTES OF PROCEEDINGS

WEDNESDAY, November 30, 1966.

Members of the Standing Committee on Northern Affairs and National Resources gathered *informally* this day at 2.15 p.m., in the home of Mr. Woolliams, M.P., in Calgary, Alberta.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Woolliams—(18).

*Also present:* Mr. Ballard, M.P.; Senator Cameron.

Whereas the Honourable A. Russell Patrick, Minister of Industry and Development (including tourism) of the Province of Alberta, had been invited to appear before the Committee during formal proceedings later this day in Banff, on the matter of national parks, at his request he was heard on this informal occasion.

Mr. Patrick gave a statement referring to: the brief prepared for the Province of Alberta by John D. Francis and Associates Limited; tourism in the province of Alberta for which national parks are a significant attraction.

Mr. Patrick completed his address at 2.28 p.m.

Shortly thereafter, Members boarded a bus (destination Banff), at which time Mr. John D. Francis distributed a document entitled *The Parks Story Through the Press*.

WEDNESDAY, November 30, 1966.

(24)

The Standing Committee on Northern Affairs and National Resources met this day at 8.10 p.m., in the auditorium of the Banff Elementary School, Banff, Alberta. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Woolliams.—(18).

*In attendance:* Senator Donald Cameron, member of the Banff National Park Citizens' Association; Mr. W. R. Roberge, President, Banff Advisory Council; Mr. Alexander Forbes, Chairman, Banff School Board; Reverend



Gordon Firth, President, Banff National Park Community Welfare Council; Mr. John Price, Secretary, Calgary Bird Club; Mr. Alfred L. Harris, Chairman, and Miss Karen Beder, of the Action Committee on National Parks; Mr. Ted Mills, of the Alpine Club of Canada and its Calgary Section; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

The Chairman introduced the members of the Committee; an estimated 180 members of the public were present.

Senator Cameron gave a statement on national parks, dealing with changes in leasing policy, communication of policy to the public, local participation in policy formation, private and public investment, fauna and flora, tourist and recreation potentials, zoning.

The Committee accepted the Senator's invitation to an informal buffet lunch on the following day, at the Banff School of Fine Arts.

Mr. Roberge gave a statement which pertained to wording and sale of leases, rents and sizes of Cougar Street lots for which a map and photographs were circulated, development and re-development, water meters, automobile traffic, delegation of authority from the Department of Indian Affairs and Northern Development in Ottawa.

Mr. Forbes gave a statement directed primarily to living accommodation and its relation to recruiting and retaining school staff. Mr. Forbes was questioned.

Reverend Firth gave two statements, the second of which had been prepared by Reverend Father O'Byrne. Among the matters referred to in the first statement were: community welfare problems, various governments' jurisdictions, raising of taxes and spending of their proceeds, preventative welfare, housing for summer workers. The second statement dealt with housing, rental control, senior citizens, local responsibility for health, welfare, and recreation.

Mr. Price gave a statement referring to the preservation of wilderness areas. Also distributed to the Committee was a document entitled *The Calgary Bird Club, Aims and Activities, 1967*.

Mr. Harris addressed the Committee briefly and introduced Miss Karen Beder, representing a group of people under 25 years of age. Miss Beder gave a statement on conservation and related matters.

Mr. Mills gave two statements. Among the matters to which he referred was the preservation of national parks in their natural state.

Also distributed to the Committee was a written statement by Mr. P. J. B. Duffy, Secretary and Director, The Olympic '72 organization.

At 10.05 p.m., the Committee adjourned to 9.00 a.m. the following day in the auditorium of the Banff High School.

THURSDAY, December 1, 1966.  
(25)

The Standing Committee on Northern Affairs and National Resources met this day at 9.26 a.m., in the auditorium of the Banff High School, Banff, Alberta. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Woolliams—(20).

*In attendance:* Senator Donald Cameron, member of the Banff National Park Citizens' Association; Mr. Claude Brewster, immediate past-president, and Messrs. Eldon Walls, and Otto Steiner, members of the Executive Committee, all of the Banff-Lake Louise Chamber of Commerce; Mr. Hugh Craig, President, Waterton Lakes Chamber of Commerce; Mr. G. H. Steer, Q.C., representing the two aforesaid Chambers and the Jasper Chamber of Commerce; Mr. Rolf Pallat, Chairman, Rocky Mountain Ramblers Association; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

The following documents were distributed to the Committee:

- The National Parks Problem in Western Canada, by J. G. Nelson, of Calgary, Alberta;
- a brief presented by Brent Holdings Ltd., owner of Town House Apartment, Banff, Alberta, per Hans Hartwig;
- National Parks Policy, a submission of the Banff-Lake Louise Chamber of Commerce, to the Minister of Northern Affairs and National Resources, July, 1965; and the Minister's detailed written comments thereon (following various interim comments) dated November 15, 1966.

Mr. Brewster gave an oral statement only, referring to wildlife, business conditions in Banff and in other national parks.

Mr. Walls gave a statement concerning: interpretation of the National Parks Act, roads, services to visitors, history of townsite improvement (displaying a chart showing the percentage of the area of Banff National Park which is developed today), control of townsites' sizes, numbers and sizes of businesses, homes for permanent and summer residents, transfers of leases, new residential leases, commercial leasing, costs of legal services, costs of use of land, implications of a freehold system, expropriation.

Mr. Steiner addressed the Committee briefly in French.

Mr. Craig gave a statement which emphasized differences between Waterton Lakes National Park and two other national parks in Alberta: Banff and Jasper.

Mr. Steer gave a statement in which he referred to: leasing policy; the history of law, regulations and terms of leases; implications of the Alberta Land Titles Act, 1917, including those of a constitutional nature; the authority of the federal government Minister responsible for national parks and that of the federal parliament; various types of accommodation for visitors.

Mr. Pallat gave a statement regarding hiking, camping and skiing.

Senator Cameron was questioned.

Mr. MacDonald provided related information on request and was questioned.

Senator Cameron and Mr. MacDonald commented on visitors' accommodation, related negotiations and terms of leases.

The questioning of Senator Cameron continued.

On a matter of procedure,

Moved by Mr. Haidasz, seconded by Mr. Tucker—that the Superintendent of Banff National Park be called to appear before the Committee.

A discussion ensued and the Chairman reserved his opinion.

At 12.01 p.m., the Committee adjourned to 2.00 p.m. this day.

THURSDAY, December 1, 1966.  
(26)

The Standing Committee on Northern Affairs and National Resources met this day at 2.08 p.m., in the auditorium of the Banff High School, Banff, Alberta. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Watson (*Assiniboia*), Woolliams (21).

*Also present:* Senator Cameron.

*In attendance:* Mr. Fred Scott, member of the Parks Committee, Calgary Chamber of Commerce; Mr. Joe Balla, President, Alberta Fish and Game Association; Mr. M. J. Brusset, President, Calgary Ski Club; Mrs. J. T. Mowat, Calgary Area Camp Adviser, Girl Guides of Canada; Mr. Neville N. Lindsay, barrister, representing the Calgary Regional Council, Boy Scouts of Canada, and the Calgary Fish and Game Association; Mrs. Lorea Kendal, Mr. Collier Mayberley, Mr. William Robertson, Mr. Cecil Yarmoloy, Mr. Cecil Philpott, all residents of Banff; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

On the Chairman's suggestion, the Committee agreed not to entertain the motion that the Superintendent of Banff National Park be called as a witness, as the Superintendent had not been long in that position and was not present, and as Mr. MacDonald was available for questioning after presentation of further briefs.

Mr. Scott gave a statement. Among the matters to which he referred were the maintenance of natural wilderness areas and zoning. He displayed slides of Canadian and other landscapes.

The Chairman advised the assembly, including members of the public, that the Committee is an extension of the House of Commons, is independent of anyone else, and reports to the House accordingly.

Mr. Balla gave a statement dealing with: conservation of natural resources; his Association's affiliation with the Canadian Wildlife Federation; the federal government's wildlife and national parks policies.



Mr. Brusset gave a statement on behalf of a group of Calgary citizens actively participating in outdoor activities in Banff National Park; he referred to zoning, conservation, development, and recreation.

Mrs. Kendal gave a statement outlining her experience in obtaining leases.

Mr. Mayberley gave a statement in which he referred to the rights of Banff residents.

Mrs. Mowat gave two statements, one for the Alberta Council and another for the Calgary Area, both Girl Guides of Canada. Her statements pertained to hiking, camping, and low-cost accommodation for youth organizations.

Mr. Lindsay gave statements for the two organizations he represented. Among the matters to which he referred were: the attraction to national parks of people interested in outdoor activities; The National Parks Act (Section 4); the conservation of fish, wildlife and other renewable natural resources.

Mr. Robertson gave two statements, one of which was for a group of Banff residents; renewable and terminating leases were included in his remarks.

Mr. Yarmoloy gave a statement outlining his experience in obtaining a mortgage.

Mr. Philpott gave an oral statement only, referring to: costs of services to Banff residents, leasing, bequeathing of leases.

At 5.20 p.m., the Committee adjourned to the following day at 9.00 a.m.

FRIDAY, December 2, 1966.

(27)

The Standing Committee on Northern Affairs and National Resources met this day at 9.20 a.m., in the auditorium of the Banff High School, Banff, Alberta. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Badanai, Barnett, Basford, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Watson (*Assiniboia*), Woolliams (22).

*In attendance:* Mr. Alfred L. Harris, Chairman, The Action Committee on National Parks; Mr. Earl Smith, President, Mountain Region, Canadian Youth Hostels Association; Mr. MacDonald Millard, past-president, Alberta Tourist Association; Mr. E. A. Smith, Secretary-Treasurer, Banff School Board; Mr. W. R. Roberge, President, Banff Advisory Council; Reverend Gordon Firth, President, Banff National Park Community Welfare Council; Mr. Claude Brewster, immediate past-president, Banff-Lake Louise Chamber of Commerce; Mr. Kurt M. Steiner, a resident of Calgary; Mr. Erwin Zeiter, a resident of Edmonton; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

Mr. Harris gave a statement dealing with conservation, a possible federal-provincial conference on recreation and leisure, leasing.



Mr. Steiner gave a statement on tourism in the rocky mountains national parks, including in his comments: the criteria for national parks used by the Natural and Historic Resources Branch of the Department of Indian Affairs and Northern Development; national parks in Switzerland and the United States of America; the government of the Province of Alberta.

Mr. Earl Smith gave a statement concerning the access of young people, on their own, to national parks, and accommodation therein.

Mr. Millard gave a statement referring to: tourism as a source of foreign exchange funds; tourists' use of highways; private enterprise.

Also distributed to the Committee this day were two pamphlets issued by the National Parks Service, Department of Indian Affairs and Northern Development: one on commercial leasehold policy, the other on residential leasehold policy.

Mr. Zeiter gave an oral statement only, outlining his experience with plans to establish a motel in Banff.

Mr. E. A. Smith, Mr. Roberge, and Reverend Firth were questioned, in that order.

The Chairman asked the Members to forward their views, in writing, to either himself or the Clerk of the Committee, for use in drafting a report to the House.

The Chairman expressed the Committee's appreciation to the Banff School Board for the use of its auditoriums and to all others including witnesses who had helped to make the Committee's stay in Banff useful and enjoyable.

The Committee thanked the Chairman for the manner in which he conducted the proceedings.

Mr. Brewster, on behalf of the people of Banff and the Banff-Lake Louise Chamber of Commerce, thanked the Committee for coming to Banff. He also advised that he would be available for questioning on the following day in Jasper.

At 11.31 a.m., the Committee adjourned to 9.00 a.m. the following day in Jasper, Alberta.

SATURDAY, December 3, 1966.  
(28)

The Standing Committee on Northern Affairs and National Resources met this day at 9.15 a.m., in the auditorium of Jasper High School, Jasper, Alberta. The Chairman, Mr. Badanai, presided.

*Members present:* Messrs. Badanai, Barnett, Basford, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Watson (*Assiniboia*), Woolliams—(21).

*In attendance:* Dr. J. P. Betkowski, President, and Mr. R. W. Dowling, a Director, both of the Jasper Chamber of Commerce; Mr. Roy Matthews, a member of the Jasper Residents' Association; Mr. D. I. Crossley, a forester.

resident in Hinton, Alberta; Mr. D. F. Marlett, general manager, Edmonton Chamber of Commerce; Mr. E. E. Bishop, barrister, representing the Mountain Parks Motel Association, and operators of ski resorts in Banff and Jasper National Parks, and Walter Mickle of Storm Mountain Lodge, Banff National Park; Mr. George H. LaRoi, President, Edmonton Natural History Club, representing also the Alberta Chapter of the Canadian Wildlife and Fisheries Biologists Society, the Alberta Wildlife Foundation, the Edmonton Bird Club, and the Gateway Colour Guild; Mr. Toby Rayner, a resident of Banff; Mr. G. H. Steer, Q.C., representing the Chambers of Commerce of Banff-Lake Louise, Jasper and Waterton Lakes; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

The Chairman advised the assembly, including members of the public, that the Committee is an extension of the House of Commons, is responsible only to the House and takes direction from no one else.

On suggestion of the Chairman, it was agreed that the proceedings of this morning be devoted first to hearing summaries of briefs, after which the Committee would revert to questioning of witnesses, without limit to the number of statements which could be presented in writing.

Dr. Betkowski welcomed the Committee to Jasper and then referred to the history of Jasper and leasing.

Mr. Dowling gave a statement pertaining to commercial operations and leasing, in relation to which he later deposited with the Clerk a copy of: a Departmental press release concerning the award of visitor accommodation concessions, a Departmental letter, and a newspaper clipping.

Mr. Matthews gave a statement representing the interests of residents and home owners.

Also distributed to the Committee this morning were written statements by: the Jasper Sky Tram; the Jasper Chamber of Commerce, on pollution and conservation; George Andrew and Sons Limited, owners and operators of Astoria Motor Inn and Andrew Motor Lodge, both in Jasper; Alberta Division, Canadian Amateur Ski Association; A. J. Macaulay, a student of wildlife management at the University of Alberta.

Mr. Crossley gave a statement on forestry management in national parks.

Mr. Marlett gave a statement referring to zoning, compensation for improvements, an appeal authority for disagreements with the Department of Indian Affairs and Northern Development.

On behalf of the Mountain Parks Motel Association consisting of some 50 motels in Banff, Jasper, Yoho and Kootenay parks, Mr. Bishop gave a statement, copies of which were distributed to the Committee in English and in French. He also gave statements for two other clients; copies of the submission for Mr. Walter Mickle were provided in French, as well as English, and a related map or chart is to be mailed to the Committee in Ottawa.

On behalf of the Mountain Parks Motel Association, Mr. Bishop referred to: incentives to motel operators, depreciation, leasing, experience in the United States of America, implementation of Canadian policy. For the ski resort opera-

tors in Banff and Jasper National Parks, Mr. Bishop dealt with security of tenure. Mr. Bishop also reviewed experience of Mr. Walter Miekke in relation to leasing.

Mr. LaRoi gave a statement, including in his remarks: the preservation of natural and historic features of the Canadian landscape; the government of the Province of Alberta and the meeting of recreational needs; forestry.

Mr. Rayner gave a statement in which he outlined his experience in relation to a skiing project in Jasper.

Mr. Steer was questioned.

The questioning of Mr. Steer continuing, at 12.00 noon the Committee adjourned to 2.00 p.m. this day.

SATURDAY, December 3, 1966.  
(29)

The Standing Committee on Northern Affairs and National Resources met this day at 2.02 p.m., in the auditorium of the Jasper High School, Jasper, Alberta.

*Members present:* Messrs. Badanai, Barnett, Basford, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Laprise, LeBlanc (*Rimouski*), Lind, Neveu, Nixon, Roxburgh, Simpson, Tucker, Watson (*Assiniboia*), Woolliams—(21).

*In attendance:* Mr. G. H. Steer, Q.C., representing the Chambers of Commerce of Banff-Lake Louise, Jasper, and Waterton Lakes; Mr. Claude Brewster, past-president, Banff-Lake Louise Chamber of Commerce; Mr. R. W. Dowling, a Director of the Jasper Chamber of Commerce; Mr. George H. LaRoi, President, Edmonton Natural History Club, representing also the Alberta Chapter of the Canadian Wildlife and Fisheries Biologists Society, the Alberta Wildlife Foundation, the Edmonton Bird Club, and the Gateway Colour Guild; Mr. Roy Matthews, a member of the Jasper Residents' Association; Mr. E. E. Bishop, barrister, representing the Mountain Parks Motel Association, and operators of ski resorts in Banff and Jasper National Parks, and Walter Miekke of Storm Mountain Lodge, Banff National Park; Mr. D. I. Crossley, a forester, resident in Hinton, Alberta; Mr. John A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development.

The questioning of Mr. Steer resumed.

Messrs. Brewster and Dowling were questioned, in that order.

Mr. LaRoi was questioned; thereupon the questioning of Mr. Dowling resumed.

Messrs. Matthews, Bishop and Crossley were questioned, in that order.

Mr. MacDonald gave related information on request from time to time during the questioning.

The Chairman drew to the attention of the Committee the written briefs of Jasper Sky Tram per Mr. R. Craig, and of the Jasper Chamber of Commerce on

pollution and conservation per Mr. A. Scott, which had been distributed to the Committee earlier this day but which had not been read aloud due to lack of time.

The Chairman advised the assembly that all views presented would be considered in preparing the Committee's report to the House.

The Chairman expressed the Committee's appreciation to the Jasper School Board for the use of its auditorium, and to all those including witnesses who helped to make the Committee's stay in Jasper both valuable and pleasant.

The Chairman reminded the Members to formulate their individual views for use in preparing a draft report to the House.

At 5.29 p.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

*(Recorded by Electronic Apparatus)*

WEDNESDAY, November 30, 1966.

The CHAIRMAN: I see a quorum. In order that we may proceed as expeditiously as possible first of all I should like to introduce all the members of the committee. On my immediate left, Mr. Tucker from Newfoundland; Mr. Barnett, Mr. Kindt, Mr. Laprise, Mr. Nixon, Mr. Roxburgh, Mr. Lind, Mr. Crossman and Mr. Chatwood. On my extreme right, Mr. Duquet, Mr. LeBlanc, Mr. Neveu, the hon. Mr. Dinsdale, Mr. Gundlock, Mr. Lambert, Mr. Simpson and Mr. John MacDonald the assistant deputy minister in charge of park operations. We have a very extensive program. We intend to proceed until 10 o'clock. We shall stop the proceedings at that hour. First of all by common consent I am going to ask Senator Cameron to present a report or brief on behalf of the citizens of Banff. I think Senator Cameron is well known not only to local citizens but also to all members of the committee. Senator Cameron will you proceed with your presentation. Before you do so may I suggest to those who are speaking, members who are asking questions if necessary, please speak close to the microphone so that the proceedings may be recorded. Thank you.

Senator CAMERON: Mr. Chairman, members of the committee and ladies and gentlemen. First of all it is a very great pleasure on behalf of the citizen of Banff to welcome the standing committee of the House of Commons on behalf of the Banff National Park Citizens' Association, a body constituted to represent all of the citizens and organizations within the Banff National Park. In other words the Chamber of Commerce, the Advisory Council, the Welfare Council and all of the official organizations operating within the park are represented on the citizens' association.

As we know you have a very heavy agenda while you are here, it has been arranged that submissions on behalf of the citizens will be made by the following people representing organizations within the parks. This by no means exhausts the list.

First I shall make this brief presentation on behalf of the citizens' association to be followed by William Roberge, President of the Banff Advisory Council who will speak on matters concerning individual leases within the townsite.

Next there is a change from the script. I understand the Banff School Board, one of the most important official organizations within the townsite will go next and then they will be followed by the Welfare Council with the Reverend Firth speaking for them and if we get beyond that the Banff Chamber of Commerce with Mr. Brewster and Mr. Walls; Waterton Lakes Chamber, Mr. Hugh Craig and followed by Mr. George Steer who has been retained by all of the citizens of

the national parks in Alberta to represent them dealing specifically with the legal aspects of the problems which concern them.

I should emphasize, however, that the submissions to be made by the gentlemen I have indicated above will be looked upon as part of the total submission of the Banff Citizens' Association.

At the outset, let me say how much we appreciate the fact that the Committee has come to the Western Parks to meet with the people and to see and to discuss, at first hand, some of the problems which have been exercising the minds of the citizens who live in the Parks.

To begin with, let me assure you that the citizens whose life savings are invested in the homes and business enterprises of the National Parks are more concerned than anyone else with the preservation of the Parks as a recreational playground for all of the people of Canada and here I use the term "recreational" in its broadest connotation. Contrary to what you might have read in some sections of the public press and in inspired handouts from some naturalists and wildlife groups, the people living in the National Parks value the wildlife and the natural beauty of the Parks and do more for its encouragement and protection than any other group of people in Canada. The people who live in the Parks are concerned with the preservation of the natural beauty of the region—why shouldn't they be, because it is the one great resource which they have to cultivate and sell, over and over again, year after year.

I want to emphasize at the outset that it is the people who built the homes and who developed the businesses in the National Parks who have made the Parks into one of the great national resources of Canada, and these people have a bigger stake in the preservation of these resources I have put here, than any passing Minister of the Crown and I do not mean that in any derogatory sense because as you know ministers come and go but the policies go on forever.

The people who live in the Parks want the Parks controlled and protected and they will at all time co-operate with governmental authorities in carrying out policies which are reasonable and equitable and which will protect the National Parks and at the same time protect the investment and the livelihood of the people who live in the Parks.

The specific problems which have arisen between Parks' administration and the citizens who live here have arisen from:

- (i) an attempt by the government to change the rules or contracts under which the citizens came to live in the Parks;
- (ii) a lack of clarity and consistency in the promulgation of policies and in short, through defective communication;
- (iii) policies being suggested without their implications having been thoroughly thought through;
- (iv) policies being imposed by the Government authorities without adequate consultation with the people whose lives and whose businesses would be affected by these changes in policies;
- (v) the lack of representation of the people who live in the Parks, with respect to policy formulation.

To give some examples,—it is well known that many people from the earliest times were invited to live in the Parks and to take up leases on which they had to erect buildings to specifications set forth by the Crown. When those specifications were met, the Crown granted a 42-year lease, renewable without limit, so long as the leaseholder maintained the premises in a condition satisfactory to the authorities. Then, in 1958, the government of the day invoked a new policy under which they proposed that all private leases should be terminable at the end of 42 years. Little was done with respect to the implementation of this policy until the present administration came to power and then on September 18th, 1964, the Minister announced in Parliament, and without any consultation with the people living in the Parks, a new Parks' policy. In the first statements that were made with respect to the implementation of this policy, it was indicated that when the current, so-called perpetual leases, expired the renewable clause would be withdrawn and the leaseholder would be issued a new lease which provided that, at the end of the lease, the property would have to be surrendered to the Crown without compensation, and as a matter of fact—the Minister indicated in a letter dated May 12th, 1965, that, and I quote:—

“Normally, improvements placed on land held under lease become the property of the lessor when the lease is terminated. As leases of park lands no longer will provide for perpetual renewal, the privilege of removing the improvements actually constitutes a gratuity from the Crown. In such a case, I see no need for compensation”.

I would ask the Committee to keep this statement of policy in mind as one of the explanations for the concern of Park leaseholders as to what was happening to their life savings.

As a result of protests from Park citizens, the Minister, on August 25th, 1965, sent a letter to all leaseholders of record in which he made a further modification of his previous statement as follows:

“A new standard lease has been devised and is now being issued for new residential lots in Jasper townsite. This lease provides for a term of 42 years without provision for further renewal. Compensation will be paid for the improvements on the land, based on fair market value, upon termination of the forty-two year term. The new standard lease will provide that the occupants of the residence on the leasehold property must be required to live in the park by reason of their business or employment. It will also provide that if the land is not required for other purposes at the end of the term, the dwelling units will become Crown rental units and the occupants at that time will have the right of first refusal to rent the premises providing they are tenants satisfactory to the Crown. However, if the Crown so wishes, it may issue a new lease containing all the same terms and conditions as the expired lease other than the length of the term of the lease which shall be for such short term as the Crown may determine. Residential leases will provide for rental reviews at ten-year intervals with the rental rate established by reference to some neutral standard of value. I have also re-affirmed the policy with respect to residential leases that there will be no increase in existing rents until 1970, where lease conditions provide for such a review in 1970.”

That is the end of the quotation.



In the same letter, in the last paragraph at the bottom of the page, the Minister dealt with the matter of the devolution of property by operation of a will and with the need for a leaseholder to reside in the Parks prior to and after retirement. This statement represents a further liberalization of Parks' policy and I am sure the citizens welcome this. However, the Minister has indicated that it is the objective of National Parks' policy to ultimately remove all private property in the Parks because that is the effect of the clause which says—"on the expiry of a lease the Crown will take the property over as Crown rental unit and give the leaseholder the first opportunity to rent from the Crown."

The citizens of the National Parks challenge this concept on two grounds:—

- (i) the impropriety of the Crown taking, what in many cases is a man's life savings at a depreciated market value and then saying it will magnanimously rent what has been his own property back to him
- (ii) This policy of obliterating all private property in the Parks implies the Minister has a mandate to convert the National Parks into what is, in effect, a company town.

The citizens of the National Parks challenge this principle on the ground that the people of Canada do not desire the elimination of private property in National Parks, nor is the holding of private property in the National Parks in a townsite in any way inimical to the over-all purposes of the preservation of the Parks as public recreation grounds.

I shall leave the matter of the commercial leases to Mr. Brewster and Mr. Walls, the representative of the Chamber of Commerce, to elaborate upon—but again, the citizens of the National Parks question both the ethics and the need to take over commercial property at the expiry of the lease period without compensation. It may be that the government will modify its policy with respect to commercial leases as they have already modified their policy with respect to private leases. However, I think I have enunciated sufficient reasons as to why the citizens of the National Parks feel they have been subjected to arbitrary, unnecessary, and ill-advised policies.

The results of these policies, as proposed, have been to greatly depreciate the value of properties in the Parks and too, have caused a great deal of uneasiness and uncertainty on the part of private citizens and commercial operators who made their homes in the Parks in the expectation that, subject to certain reasonable limitations, they could develop their properties and transfer them by means of assignment or through wills within certain reasonable restrictions, to the people of their choice. The over-all effect of the confusion and the lack of consultation with Parks residents has been an extreme reluctance on the part of people both within and out of the Parks to invest more money in the Parks.

The Minister, in effect, confirms this when he stated in the House of Commons, on October 28th, 1966, that "many private investors in the Park area face difficulties because of the short season." The Minister is quite right when he recognizes that a season of approximately 100 days in itself presents special problems in financing but when you add to that the effect of a short-term lease

with the surrender of the equity at the end of the lease, it has meant that investment in the Parks has been slowed down, if not curtailed entirely at a time when it is necessary to expand the facilities of the Parks to take care of the increasing demand for tourist and recreation facilities.

One has only to look at the situation with respect to the proposed visitor service centre at Lake Louise where the government has on one or two occasions called for tenders to erect tourist accommodation and has found no takers. I believe it has been stated by the Minister that if private enterprise will not provide these facilities, then the government of Canada will do so. The residents of the National Parks of Canada seriously question that this is the policy of the Government of Canada, because it is in direct contradiction of the statement which has been made by the Minister on more than one occasion to the effect that he wished to have the facilities developed by free enterprise.

The citizens of the National Parks respectfully submit that had there been effective communication and consultation between the citizens and businessmen who are living in the Parks that many of the errors in public policy could have been avoided.

We respectfully submit that it is neither wise nor necessary for the policies affecting the lives of thousands of people living in townsites established many years ago be promulgated and put into effect without consultation by Civil servants living 2000 miles away. Here I would like to say, on behalf of the citizens, that while there is a resident superintendent in the Parks who ostensibly is there to deal with the problems of the people, in practice, nearly all of the decisions are made by the people in Ottawa. This may not be entirely the fault of the policy planners in Ottawa. It may be, in part, that the local superintendents have not had the courage to make decisions on their own. Regardless of where the fault lies, the fact remains that the people living in the Parks want some say in the formulation of policies which will affect their lives, their investments and the development of the Parks in the interest of all Canadians.

Here again I can give you an example. I believe that there are some 578 surveyed lots in the townsite of Banff and at the same time there has been a great demand for lots on which to build houses for teachers and other people who are required to live in the Parks. When the government recognized this demand, instead of throwing open some of these lots for lease-hold, what did they do? They opened up and provided water, sewer, and other services for 24 lots in probably the most unsuitable and unlikely location that could be found in the Banff townsite, and I refer to the new area opened up for home sites in the Cougar Street, Whiskey Creek area. We hope the Committee members will be able to have a look at this site and we rest content as to what your judgment will be when you see it. Similarly, when you go to Lake Louise, where the government has already invested approximately \$1 million in laying in sewer and water and other services in a site which was certainly not selected on the advice of either the local people or people who have any concept of what constitutes a suitable tourist service centre. This investment has been concentrated in a quarter mile area between the Trans-continental railroad and the Trans-continental highway. Can you imagine how restful it is to sleep in a hotel

or motel, cheek by jowl with the Trans-continental railway, at a place where the biggest diesels in Canada have to stop or slow down to take the grades going up over the Great Divide, or cheek by jowl with the Trans-continental highway where an increasing number of tractor-trailers either have to stop or at least slow down and then grind their way over the same height of land. It would have been so easy to provide for the same service centre up above the highway, above much of the noise and in a more attractive location. We hope the Committee will examine this site in the light of these comments. We would like to know who authorized \$1 million of the taxpayers' money in another of the most unsuitable locations to be found in the area. Again, the citizens of the Banff National Park simply cite these as examples of what we consider to be improper planning, improper use of land and improper expenditure of the public's money.

Turning to another area—what about the architectural standards for buildings erected in the Parks. So far they seem to be a hodge-podge. Instead of the government setting an example of good architectural design in keeping with the setting, they have been among the worst offenders and one has only to refer to the new R.C.M.P. Barracks to see one of the worst examples of unsuitable architecture in the Parks. The fact that the Parks administration can come up with some good architecture is demonstrated in the eminently suitable and attractive Northlander Motel at the top of Roger's Pass.

Another source of irritation has been the constantly repeated statements that the main concern of the residents in the Parks is to exploit the Parks and make large capital gains out of the sale of leases, and here again I quote from the Minister's statement as reported in *Hansard* on October 28th, 1966. He says: "there are instances where properties have turned over in recent months for as much as \$800,000. The rental on those properties paid to the people of Canada was \$45 per year." The inference here of course is that the lease was the item of sale because it was the ground lease on which the land rental of \$45 per year was paid. In actual fact, the \$800,000 to which the Minister referred was paid for an operating business and for all of its assets and a very small proportion was paid for the leasehold on which these assets might rest. Furthermore, the \$45 land rental to which the Minister referred ignored entirely the fact that the same leaseholder paid school taxes, and paid taxes for water, sewer and garbage and hospital taxes. The citizens of the National Parks respectfully suggest that while there undoubtedly have been cases in which leaseholds have been sold for large capital gains, one of the reasons for this was the restrictive policies of the Parks' administration which refused to permit the expansion of the townsite and thus made it possible for those having a monopoly on a desirable location to extract more than a reasonable appreciation on their investment in the lease. But, we submit that these are the exception rather than the rule.

While the citizens of the Banff National Park disagree with the administration of National Parks' policy in quite a number of respects, we would like the Committee to understand that the residents of the Parks are not opposed to the Government controlling the use of land in the National Parks, and in fact will co-operate with the government in carrying out policies which will preserve the National Parks for multiple use and permit the term "for the benefit, education and enjoyment of the people of Canada" to have real meaning.



In conclusion, we commend the Minister for his zeal in trying to protect the great national heritage and while we do not always agree with his judgment, we believe we can sit down around the table with the Parks' administrators and work out a multiple-use program which will meet the objectives of the government and at the same time provide for the needs of the rapidly expanding tourist and recreation industry. We believe these objectives can be met by the implementation of the following program:

The residents of Western Parks—specifically Jasper, Banff, and Waterton wish to state categorically:

1. That they are in favor of such controls in the National Parks as will preserve the natural attraction of these parks for all of the people of Canada.

2. They believe that this objective can be achieved and be consistent with the development in the Parks of the tourist and recreation potential.

3. In order to preserve:

- (a) the natural beauty and fauna and flora of the region.
- (b) to develop the capacity to accomodate all of the people of Canada plus the thousands who will come from elsewhere.
- (c) to develop the year-around recreational potential of these parks.

We believe the following steps, which are not inimical to the conservation principle, be taken:

The Park areas should be zoned so as to provide:

- (a) outdoor areas which are in effect nature museums and might consist of clearly delineated geographic units of from 100 to 200 square miles. The reason for designating a relatively small unit—and there could be many of these—is to make them accessible.
  - (b) the undesignated natural wilderness areas within the National Parks which are not yet accessible, should be preserved in their natural state as a reserve for future generations and against the day when further natural museums are required to be brought within reach of the holiday and tourist populations.
  - (c) The development as required of townsites and other satellite areas such as the towns of Banff, Jasper, Waterton Lakes, Lake Louise and such others as may become necessary.
  - (d) The development of what might be called isolated and specialized tourist facilities such as fishing camps, high altitude ski lodges, climbing centres, naturalist habitats and similar facilities for those who wish to go off the beaten track. These would under no circumstances take the form of ribbon developments along the highways.
4. They wish to emphasize that the foregoing principles are fully consistent and compatible with the soundest conservationist principles and at the same time, make it possible for the National Parks to be used by all of the people of Canada.



5. They further believe that the development of the tourist and recreational potential of the National Parks on a year-around basis can best be provided by a combination of small and large business enterprises as opposed to an almost exclusive dominance by large corporations and/or by the state.

This submission has been prepared by the Banff National Park Citizens' Association and submitted to them twice for their consideration so this is the viewpoint of this particular section of the citizens of Banff National Park.

The CHAIRMAN: Thank you, Senator Cameron.

Senator CAMERON: Sometime ago I indicated to Mr. Badanai that in order that the members might have as much opportunity as possible to meet with representative groups of the citizens of the parks, the Banff School which has no part in this particular controversy would be happy to extend an invitation to a buffet lunch tomorrow at noon. So according to whatever time suits you best, Mr. Chairman, I would like to extend an invitation to you to be our guests for a buffet lunch. The reason for having a buffet lunch is to keep it completely informal so the citizens can meet with you and visit with you and you can ask them all the questions you like. In other words if you had a formal dinner you would just talk to the people next to you and only meet a few. We would like you to be able to question as you wish. So I extend that invitation on behalf of my colleagues and myself of the University of Calgary.

The CHAIRMAN: Gentlemen, may I have by a show of hands your approval of the Senator's invitation. This I understand is going to be a very informal luncheon with no formalities and I hope it would be not too long because we are going to adjourn at 12 o'clock tomorrow morning and to resume hearings at 2 o'clock to enable members to visit not only the school but also the area in the village. Are you in favour of accepting the invitation of the kind Senator? Agreed?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Thank you very much, Senator Cameron. Now we have on our list the Advisory Council, Mr. William Roberge, who will make the presentation on their behalf. Mr. Roberge will you take a seat here.

Mr. WILLIAM ROBERGE (*President, Banff Advisory Council*): Mr. Chairman, members of the standing committee, this brief was prepared by the Banff Advisory Council for presentation to the Standing Committee on Northern Affairs and National Resources. If you will bear with me, gentlemen, no doubt in this brief and briefs to follow you will find some repetition. Unfortunately it could not be eliminated otherwise we would probably have lost the continuity of our brief.

The Banff Advisory Council, being the representatives of the Banff Citizens Association was formed on February 28th, 1921 by permission of Senator J. A. Lougheed, then Minister of the Interior and was recognized by the Department of the Interior as an elected body of nine (9) members to act in an advisory capacity with the Park Superintendant on all matters of interest to the people of Banff.

The Banff Advisory Council today is still composed of nine (9) members duly elected by the residents of Banff at annual meetings for terms of three (3) years. From these nine (9) members a president and vice-president are chosen for a term of one year. A paid secretary-treasurer is retained, he or she could be a member of the Council or not.

The residents of Banff always see to it that we have sufficient funds to operate through donations. Council members time given without remuneration. The Council operates under a Constitution and By-Laws approved by the Government. We have no taxation powers and our terms of reference limit us to matters within the townsite of Banff. Therefore, our brief deals strictly with some of the problems within this area that we have been confronted with.

### LEASES

The Banff Advisory Council recommends that there should be one standard form lease for both residential and commercial properties, a forty-two year, renewable lease, with compensation paid in each case if the leaseholder does not wish to renew the lease at its expiration date.

Compensation must be based on the value of the lot and all improvements, on the basis of replacement cost less observed depreciation.

We would like certain changes in the wording of the now used standard form lease.

Section 2 of the lease now reads:

"On the expiration of the term of the lease, assuming due performance of all the terms and covenants of the lease by the Lessee, and subject to funds being appropriated therefore by Parliament, the Crown will pay compensation to the Lessee based on fair market value of all improvements on the lot as they exist at the end of the term of the lease."

We are concerned that this section does not spell out *whom* will determine the "fair market value" and just what is covered by the word "improvements".

Section 3 of the lease reads:

"When the term of this lease expires, the Minister may, in his sole discretion, grant a renewal lease to the Lessee for such term and subject to such conditions as he may consider advisable."

Our recommendation is that this section should read:

"When the term of this lease expires, the Minister, if the Crown does not require the land for others purposes, will grant a renewal lease to the Lessee."

Section 4 of the present lease reads:

"If the lease is not renewed pursuant to Section 3, on the expiration of the term of the lease if the land is not required by Her Majesty for other purposes, the building or buildings on the land will become Crown rental unit or units and the Lessee at that time will have the right of first refusal for rental of the same."

We recommend that it read:

"If the lease is not renewed pursuant to Section 3, on the expiration of the term of the lease, the Crown will pay compensation to the Lessee based on fair

market value of all improvements on the lot as they exist at the end of the term of the lease."

We feel that all of these changes are valid and sound ones, it would insure the lease holder, who in nearly all instances has his life's savings invested in home or business, a security of tenure, an estate, and a chance to recoup investment (or portion of) through compensation or resale.

If there is no guarantee of renewal of leases, put yourselves in the position of a person who could and would want to build a home in Banff. After 10, 15 or 20 years you found that it was necessary to leave because of transfer of job, sickness or retirement, what chance would you have of selling your home on the market with only X number of years remaining on that lease?

We argue that the Crown should be obligated to pay the Lessee "fair market value" for his improvements or be prepared to issue a buyer a 42 year lease.

Because of a restrictive clause in the Ministers new leasing policy, "that only persons, who in the opinion of the Superintendent, are required to reside in said Park as a result of their business or employment", people who own homes and must leave the park—transfers, retirement, etc.—are finding it hard to dispose of them. Some have been sold at greatly reduced values, real steals.

The greatest percentage of the working force in Banff are wage earners who are employed in servicing the visitors or maintaining the Park, C.P.R., Government, hotels, motels, banks, chain stores, seasonal help, etc. . . These people have little desire to own homes, they prefer to rent, for several reasons.

Firstly, they are subject to transfer.

Secondly, they cannot afford to pay cash for homes, which people want who are selling if they are to establish elsewhere.

Thirdly, they do not want to get tangled up with the insecurity of the present lease policy.

Retired people who cannot sell their homes are forced to retire here.

We recommend, that of the Government wants to get into the rental business, as it so seems they will be in 42 years time, that they acquire property when it is available at "fair market value".

We are most disturbed at statements the Minister has made in the House and to the press—Calgary Herald, July 27, 1965—regarding the sale of leases. This appeared in all papers of Thompson chain, all 27 of them in an article by Patrick Nicholson.

"There's been millions of dollars made in trading leases, its a shocking situation and we intend to put a stop to it." "One piece of property leased for \$23.00 a year from the federal government was recently traded for \$137,000.00, he said."

However, the Minister failed to tell the House and the press that *that piece* of property consisted of four lots with homes and revenue cabins on them. One of the lots fronted a corner and the four lots were situated adjacent to the town's main street. I speak of Safeway Stores directly behind us.



The Minister has never told the country about the Crown land the Government leased to the Voyager Inn, 54,000 sq. ft. of swampy timbered land for \$103,156.00, nor about the Crown land that the Government leased to the Banffshire Inn, 38,000 sq. ft. of virgin land for \$75,340.00. Statement to the press July 17, 1963.

We grant that some properties have been sold for high prices, strictly because of a supply and demand factor. The Cougar Street lots that were opened up several months ago were the first Crown lots to be opened up in over ten years for homebuilding.

The Minister has repeatedly stated that we pay unrealistic annual land rents. Would you suggest we would be considered smart if we went to the Government and begged to pay more. Only the Government is to blame for not keeping abreast of the times by adjusting land rents from time to time in comparison with other communities our size across the country.

I bring these facts before the Committee to prove to you that misleading information has been released to the newspapers across the country and it has helped paint a very poor image as to the type of people who live in Banff and our sister Western Parks.

Regarding the Cougar Street lots council contends that some of the lot sizes are most unrealistic, as an example, lot No. 4 has a frontage of 50 feet and a rear width of 32½ feet. There is no rear service lane. Developers wishing a garage in their back yard must observe a 12 foot setback for driveway on one side of the property and a 4 foot setback on the other side. Allowing for the narrowing down of the lot you can imagine what size of a house you could build if you wanted it fronting the street. A total of eight feet in setbacks between two houses reminds you of row housing.

Council recommended that larger lots across the bridge,—and gentlemen these three maps have been distributed, the block area coloured in yellow at the top of the map indicates the location of the Cougar Street lots. The Villa Block 6 lot which I am going to speak of next are located on the south at the bottom of your map, coloured in orange, I believe it is probably red, the circled area in orange indicates lots that have been surveyed and the purple line, as you see it there, indicates services in the area. Council recommended that larger lots across the bridge, which have been surveyed for many, many years should have been opened up.

The Cougar Street lots border the C.P.R. railway tracks, a nice resale factor if it was necessary and the owner was able to.

Council contends that the annual lease rents for these properties are also unrealistic. It is another form of Government taxation without representation. The lease rents start at a \$179.00 per year for the smallest lots and go up to \$296.00 for the largest, per year. Add approximately \$175.00 per year for school taxes, approximately \$75.00 per year for water, sewer and garbage, plus a hospital tax of approximately \$25.00 and you will find that the home owner will be staring at a tax bill of approximately \$450.00 to \$600.00 a year. I ask, how many people in other communities across the country would like to pay these



taxes for the properties as you see them on the pictures we have presented to you.

Pressure has been applied to the Government for years to open up more lots for housing developments. Opened up as the new tourist services are built or enlarged for the increasing number of visitors that are coming here every year. Both are compatible, they must develop together.

### DEVELOPMENT AND RE-DEVELOPMENT

While waiting for the Crawford and Oberlander Reports, development within the townsite was almost non-existent. It took nearly 5 years of preparing between them and they were never officially adopted. We call them the Old and New Testaments and I'm sure that only passages within them that favor the Governments thinking are going to be put into effect.

Now we are entering another frustrating and embarrassing stage, developers are being asked and told to abide by the new proposed Land Use Code which has been nearly 3 years in preparing and is yet to be enacted. Council endorsed this code for it long felt that the town needed a guide with some teeth in it that everyone would have to abide by.

Piecemeal-development and over-development has crept into the picture. We have box like structures, over-development of the property and structures that are not compatible to the esthetic beauty of the Park. I refer to the Voyager Inn, Banff Motel, Bow View Motel, Town House, R.C.M.P. Barracks, and so on, as examples.

A Motif for buildings must be established and an architect, with authority, retained to insure that developers conform to the theme and regulations. Examples of an alpine motif in Banff are the Swiss Village, Harmony Lane, cabin courts on Tunnel Mountain and the service buildings at the Gondola Lift.

We advocate that sizable front setbacks be observed so as to allow for beautiful landscaping as well as the development having sufficient off-street parking. Examples of this are the Swiss Village, cabin courts on Tunnel Mountain, Travellers Motel, Timberline Hotel and the Banff School of Fine Arts.

Piecemeal development is most evident with regard to sidewalk construction, curbing and guttering, road construction and improvements within the townsite. We point out the lack of sidewalks in front of some of our larger motels. Streets adjacent to the main avenue containing businesses are serviced with secondary walks. The greater portion of our residential blocks have no sidewalks or ratty cinder paths that were laid down 40 years ago.

The visitor is certainly not being encouraged to get out and walk so as to enjoy the beauty around him when he must use the roadways which carries very heavy traffic during the summer months.

The Council in past years was asked to submit projects to the Government for inclusion in the estimates for the year. The results were nearly always negative, especially with regard to sidewalk construction.

## WATER METERS

Ottawa now insists that water in Banff should be metered. Imagine metering water in a town that within a 10 mile radius around it has huge lakes and small one and streams of fresh water.

We know that the present mains are bad but money in lieu of meters could be spent to a better advantage if it was used to upgrade the system.

We have figures on file supplied by the Government that shows only a variation of several hundred thousand gallons each month exists on a year around basis for a rate of flow for the year 1965. For example, in the month of February the rate of flow was 3,803,928 gallons, a month when the town population probably averaged 4,000 persons a day. In the month of July the rate of flow was 3,998,387 gallons, a month when there were at least 25,000 to 35,000 people a day using townsite water, plus lawns being watered. Do these figures not suggest that the mains are leaking. The main from the watershed is 40 years old and runs through swampy areas which heave a lot with frost.

Council has letters on file from many towns and cities in Alberta that show that our water rates are comparable to theirs.

In a letter to Council dated March 21, 1966, the Minister said, "At present the per capita water consumption in Banff is about twenty times greater than in comparable communities." Did he forget that there were over a million visitors to Banff that year and I'm sure they didn't go thirsty or dirty while they were here.

## TRAFFIC

Council recommends that new road routes and existing ones should be made scenic, with tree planting and grassed boulevards, so as not to detract from the aesthetic value of the Park. We feel that the service centre area should spread out to breathe and made scenic instead of having congested blocks of concrete and asphalt. Traffic patterns must be brought up to-date with the traffic demand.

Council has been asking the Government for over 6 years to set up regulations to enforce spot fines. We have received negative results to-date despite letters on file year after year saying that it won't be long.

Visitors who have broken minor traffic regulations must stay over and appear in court the following day. This creates hardship, in that travel schedules are delayed and an extra nights accomodation and meals have to be paid for.

## CONCLUSION

In concluding we would like to make mention that we are most disturbed about the lack of authority that exists at the local level within the Government, despite the fact that some of the most capable and dedicated men in the country have represented the Government in the Park. Their hands have been virtually tied by Ottawa red tape. For example, nearly two years ago a ski guide came to me at work—and I can give you this name, gentlemen, if you wish it and stated that he had been to license office to take out a \$5.00 ski instructors license and he was told that the matter had to be refered to Ottawa.

We are disturbed that the Western Regional Office in Calgary is still not functioning in the capacity that it was meant to despite several years and millions of dollars it has cost the taxpayers to set it up.

We feel that the Banff Advisory Council should have more say in advising on townsite matters. All members of Council are long time residents, many were born here, all are in business and all vitally concerned and interested in the betterment and controlled development of the townsite and Park.

We are not the "Protectionists" that we have been labeled. Because we are involved and see every day the problems that exist and crop up, we feel we are in a definite position to advise constructively to the satisfaction of all parties concerned. Minor decisions should not have to be made 2,500 miles away.

This brief is respectfully submitted by the Banff Advisory Council, November 30, 1966.

The CHAIRMAN: Thank you very much, on behalf of the Committee, Mr. Roberge.

Mr. ROBERGE: Mr. Chairman, if I may interject, sir, your wire stated that the citizens of towns who were to present private briefs were to have a spokesman in lieu of them speaking. Sir, as the elected representative of the people of Banff, I have here several briefs that have been submitted to me by them. Do I have permission to proceed and read these?

The CHAIRMAN: Well, we have the School Board, at number 3 in the program, represented by Mr. Alexander Forbes whom we have advised would be heard tonight. I would suggest, Mr. Roberge, that you have copies made of other representations you have for the members of the Committee and table them.

Mr. ROBERGE: Several of these briefs, sir, are only in duplicate copy. The instructions, at the last minute—of which the wires were forthcoming last night—will enable some of the people who were presenting private briefs to have the 30 copies made, as you desired and wished. We have several briefs with that number of copies; but some are only in duplicate form.

The CHAIRMAN: You can understand the difficulty in having all these briefs read now; the time is so limited.

Mr. ROBERGE: Could I suggest, sir, then—

The CHAIRMAN: I think we can have copies made in Ottawa if you table two or three copies with the clerk. Mr. Lambert?

Mr. LAMBERT: It has been agreed that the Welfare Council and others would follow; but we have sessions here until Friday noon. It is my view, Mr. Chairman, that these briefs are not long—

Mr. ROBERGE: No.

Mr. LAMBERT: —and in all fairness to everybody in Banff, they should be heard.

Mr. ROBERGE: Thank you, sir, thank you very much.

The CHAIRMAN: Mr. Barnett?



Mr. BABNETT: Mr. Chairman, in reference to the remarks just made by Mr. Lambert, I certainly agree with his basic position. I think it should be pointed out, however, that in the attempt made by the Steering Committee—of which, as you know, I am a member—the only concern we had in mind was that as time permitted we would hear all and every brief that wished to be presented. I think probably the Committee would agree that we should give priority in time to the briefs being presented by the major representative organizations, and then hear the individual briefs—

The CHAIRMAN: If time permits—

Mr. BARNETT: —if time permits; and if time runs out then we will have to take the time to study them later.

The CHAIRMAN: That is the understanding.

Mr. LAMBERT: Mr. Chairman, in view of the fact that these people have gone to the trouble of preparing these briefs, certainly, I, as one member of the Committee, feel that we should hear them.

The CHAIRMAN: There is no objection—

Mr. LAMBERT: I suggest that we do everything possible to make time on our schedule to hear these briefs.

Mr. LAMBERT: If time permits we certainly will give them the time; we are here to hear them all.

Mr. BARNETT: Mr. Chairman, we do not want to waste time on procedural discussion, and as a member of the Steering Committee, I think it was our intent that we hoped to hear everybody; beginning tonight with the major spokesmen as we have indicated, and hoping that we will be able to hear all representations.

The CHAIRMAN: Certainly, we hope to be able to hear them all; but we only have a limited time, you all agree on that. We will use every moment that we have at our disposal. Now, we will hear from Mr. Alexander Forbes who is chairman of the Banff School Board.

Mr. ALEXANDER FORBES (*Chairman, Banff School Board*): Mr. Chairman, gentlemen of the Committee, ladies, and gentlemen, I think after hearing the briefs by Mr. Cameron and Mr. Roberge, you will find the one by the School Board is, indeed, very brief; but I think it covers what we are here for tonight. Gentlemen:

We are a five member elected Board responsible for the education of 600 children and we feel they should have equal educational opportunities with the rest of Canada. To do this, it is our duty to provide these children with competent, well educated teachers, but we are finding this ever increasingly hard to do. Banff should be an easy place to recruit teachers, having excellent recreation facilities, good wage scale, new schools, good working conditions and the best of equipment.

However, we are receiving fewer and fewer applications every year due solely to the lack of accommodation. This is mostly at the High School level as elementary teachers are usually single women who are able to find accommodation in apartments, even though this is expensive. Married persons with families



are, however, in a much different situation. Time after time we receive a tentative acceptance of a position, then when they enquire about accommodation and learn of the situation, inform us they would not think of subjecting their family to that kind of living. These people are very competent teachers, well educated and in most cases in the \$10,000 to \$12,000 salary bracket and their views should be respected. Here are some definite quotes from teachers who are presently on our staff:

*Teacher A*—The situation stinks—I have moved twice in two months. Through a tremendous amount of work following leads, I found a house that is barely adequate. I want to live in Banff but have no hope of building and any homes for sale are artificially priced.

*Teacher B*—Terrible situation.

*Teacher C*—I am living in Harvie Heights, 12 miles away, and think it is disgraceful to have to go so far to find reasonable accommodation.

*Teacher D*—Most inconvenient—have moved four times in four years.

*Teacher E*—Outrageous rent for what you get. Impossible for single person to live alone, must double up to afford decent accommodation.

*Teacher F*—Desperate—such housing as is available is of such low standard people do not wish to live in it.

*Teacher G*—Intolerable—reason I am living in Harvie Heights, 12 miles away.

*Teacher H*—Horrible—If I have to move again I will leave Banff. This is the first decent house I have had in 11 years; all the rest were shacks.

These are some of the comments we received from both old and new members of our staff. We would like to point out that one quote comes from the teacher who is recognized as the best Junior High Math teacher in the province and his loss would be a real blow to our students.

We hired a new maintenance supervisor this summer and being unable to find accommodation he was forced to buy a trailer and live at Harvie Heights, 12 miles away. If we run into technical difficulties while he is off duty, the delay caused by travelling so far could run into an untold amount of damages.

We have 28 teachers on our staff and over the past 10 years have averaged nine new teachers each year, due, in most cases, to the accommodation problem. Because of this problem, we feel our children are being penalized through competent teachers refusing to come to Banff, and disgruntled, dissatisfied teachers presently on staff just waiting to leave. We therefore feel that it is imperative more property be made available for living accommodation.

Gentlemen, that is our brief.

The CHAIRMAN: Thank you very much, Mr. Forbes. Mr. Chatwood.

Mr. CHATWOOD: I wonder, Mr. Forbes, in your suggestion that more land should be made available for living accommodation, is the School Board interested in just having more land made available, and, in a general way, more accommodation would be available; or is the School Board interested in putting up an apartment building or an accommodation for teachers?

Mr. FORBES: Our interest is that more land be made available generally for everyone in Banff to have accommodation. This, we feel would alleviate accom-

modations, and there would be decent houses for teachers when they come to Banff.

The CHAIRMAN: Thank you Mr. Forbes, thank you very much for your presentation and I am sure we will give it every consideration. Now we have the Welfare Council from Mr. L. W. Firth. Will Mr. Firth come forward please.

An hon. MEMBER: May I ask a question of the former speaker?

The CHAIRMAN: Yes.

An hon. MEMBER: The former speaker who prepared his brief.

The CHAIRMAN: Do you mean Mr. Forbes?

An hon. MEMBER: Yes. Mr. Chairman, before you allow questioning, may I make the suggestion at the very beginning instead of these questions we took it that we would hear these statements, or briefs, rather, and then, maybe tomorrow, we would have one of the gentlemen come and we would put questions on them. It would not be fair to start questioning some of them now after the others have already made their statements and not been questioned. You could take the very first brief of Mr. Cameron's and follow it up by others and spend all night on questions; but I do not think it would be fair to the people and the members here. I think it should be let go for now, and then tomorrow, when we have our meeting, Mr. Cameron will be there and the others and we can make our questions then; I think it would be most unfair to start our questions now.

The CHAIRMAN: Do we agree?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Now we shall hear from Mr. Firth.

Reverend GORDON FIRTH (*President, Banff National Park Community Welfare Council*): May I correct my initials; it is Gordon.

The CHAIRMAN: I am sorry Gordon.

Mr. FIRTH: This brief is prepared by myself and by Father O'Byrne; we are not clergymen, and I hope that will not frighten you.

The CHAIRMAN: Oh, then the Rev. Mr. Firth.

Mr. FIRTH: As in "firths" or "fourths", yes.

The CHAIRMAN: I am sorry I did not have that information.

Mr. FIRTH: Of the Welfare Council.

The CHAIRMAN: The Welfare Council.

Mr. FIRTH: There are two sections of the brief; one was prepared by Father O'Byrne at the hospital and one was prepared by myself. I sent both around this day, pages 1 to 4, and then 5—

The CHAIRMAN: You will begin with your own first.

Mr. FIRTH: Here is some more of it over here. My name is on page 4.

The CHAIRMAN: Gordon Firth, Banff National Park Community Welfare Council; proceed Mr. Firth.

Mr. FIRTH: The Banff National Park Community Welfare Council has been in existence for approximately three years. It is a voluntary organization whose membership consists of various groups and individuals within the community. It is a non-partisan, non-sectarian, inter-racial group whose purpose is to promote the general welfare of the community. It attempts to do this by co-ordinating the efforts of member organizations, by continually gathering welfare and recreational facts concerning the community, by giving assistance in the planning of services and by trying to quicken public awareness of community problems with the end in view of meeting those problems effectively.

Our primary concern, then, is for the welfare of the people of this community. We believe that they, like any other Canadian, should be allowed to develop to the fullest measure possible. This is not easy for Banff can only be described as an abnormal community. This manifests itself in a spirit of cynicism toward government and an entrenched negativism which is exceedingly frustrating. Our greatest need is to break down this abnormality. It is our contention that the key to this breakdown rests with the department of Indian Affairs and Northern Development. However, we present some of our findings and conclusions in the hopes that they will prove to be of assistance in bringing about as great a degree of normality as is possible within Banff.

#### *The Need for Municipality*

Most of the problems that have arisen over the past two or three years have their origin in the confusion of who we are. We seem to be neither fish nor fowl. We are not a municipality. We are not sure if we are Albertans even though we vote and pay taxes. We are not sure of where we stand with the Department of Indian Affairs and Northern Development.

Therefore, let us solve the problem of who we are. Only Parliament can do that. We are convinced that we need all three levels of government to operate within Banff and that that can be done without any detriment to the National Park concept at all.

At the moment various programmes of Alberta's are in force in Banff. But for whose convenience? When one gets cynical he cannot help but think it is for the Department's. How much easier to let Alberta run the school, the court, the highways act, the liquor act and so on. However, let the Province introduce new legislation and immediately you discover that we in Banff are penalized through no fault of our own.

On July 1st, 1966 the Province of Alberta's new Preventive Social Service act went into effect. At this moment, even though through taxation we support this programme, we are not even in the position to plan for its use within Banff. This unwarranted delay is grossly unfair to the residents of Banff.

On July 21st Mr. Dempster wrote asking if we thought this programme should apply to Banff. On July 22nd we formally requested that this programme be introduced to the Park. We also suggested a meeting of leaders of the community for a full discussion on this matter. With the change of administration we did not receive a reply until November 14th only to be told that "it is doubtful that a meeting of the various interested groups at this time would produce any useful results." Mr. Weeres went on to say he was "prepared to



discuss this matter further." Now this is in no way a criticism of Mr. Weeres or Mr. Dempster.

Mr. Weeres is the townsite manager; Mr. Dempster is the former superintendent of Banff National Park and, I believe, now the regional director for Eastern National Park. What we are saying here is in no way any criticism on these two gentlemen. However, it is a criticism of a situation that exists which penalizes people unfairly. This kind of thing should never have been allowed to take place. This programme should have applied to us as it did to any one else within the Province as of July 1st, 1966. Furthermore, we see no great constitutional problem that stands in the way of having all matters assigned to the Provinces by the B.N.A. Act immediately apply to residents of National Parks.

However, contingent upon this is the problem of municipality. Many of Alberta's Acts depend upon a municipality taking its share of the costs. This Preventive Social Service Act requires 20% of the costs to be raised by local taxes. Other programmes like hospitals, senior citizens homes etc. depend upon the municipality to meet those deficits not met by the terms of the Alberta Act concerned. Now we know there is some municipal taxation going on but it is a lodge podge.

There is, in our opinion, only one way to end this confusion. Erect within the Town Site of Banff a municipal authority which would allow the local citizens to elect representation and which will have some concrete say in how taxes are raised and spent. This municipality could have a permanent chairman appointed by the Department. But whatever its shape or form we do not see this as too big a problem to solve and at the time preserve the identity of the National Park.

Due to the fact that we were told we were not going to get a hearing tonight, this brief has been rather sharply altered in typing tonight, so, it goes at this point.

There are other matters which we have concerned ourselves over. The problem of staff housing for summer workers, which we tackled this past summer with a great deal of success because we had all round co-operation of the Department—I would like to point out to the House of Commons Committee took three hours to get the information back from Ottawa for us to go ahead, we were expecting it might take about three weeks—but, we got the co-operation of the Department, administration and towns people. We have conducted recreational surveys and talked extensively with Alberta's leaders in this matter and are formulating plans. We have experimented with Family Counselling services. Suggested to a member organization they start a Senior Citizens recreational club which is meeting with real success.

However, these and other areas come back to this problem of municipality, for, they require in many cases taxation to really make them effective.

Therefore, we make two recommendations.

1. That legislation be passed enabling the Provinces to automatically introduce within National Parks any programmes now in existence or which they will devise in the future that come under their assigned duties by the British North America Act.



2. That legislation be passed establishing within the National Parks, where required, municipalities with taxing authority; to levy, to spend and to call for plebiscites.

The second portion of the brief has been prepared by Father O'Byrne.

The CHAIRMAN: You may proceed to read that Reverend Firth.

Mr. FIRTH:

1. Housing:

A constant source of concern to residents of Banff is the question of housing. There are very few permanent residents who are not in one way or another concerned with some aspect of this problem. The basic problem for some is the lack of housing available at a price which they can afford. Next to this problem is the problem of many who have accommodation but are paying rents in excess of an amount in keeping with their income. This includes Government personnel as well as local staff.

At the present time there is no factual knowledge on the number of

1. Single family homes
2. Single family home with extra rooms rented for
  - (a) Tourists
  - (b) Staff, summer and winter.
3. Rented dwellings.
4. Number of dwellings on one piece of property.
5. Summer staff accommodations available in single dwellings, cabins, etc.

Another problem in housing is that many of the houses of this area are below the National Housing Standards, and yet the cost of renting them is higher than in similar sized western communities. Considering the income of many workers, they are paying more for and receiving less in terms of housing than citizens of similar communities in the West.

A further problem is the inability, financially, of residents to build their own homes, or commence to finance such.

A problem frequently referred to is the exorbitant sums of money made by local residents in the transfer of their properties to new owners for businesses etc. We have no factual knowledge of this situation, but wish to point out that it is on a limited basis in proportion to the number of Banff residents. Another factor in this is the increasing expansion of the tourist business, requiring increased services to the tourist, and increased numbers to provide these services, and still extremely limited increases in permanent resident accommodation. Properties have been able to reach such high amounts because of the limited expansion rule that has prevailed in the Parks. Those making a profit beyond what is considered proper, if done, have done so with the indirect co-operation of the government itself.

To summarize we feel that a thorough study of the housing situation in this community must be made by an authoritative body, to ascertain the situation in Banff, and in keeping with the national standards. Adding further to this study, projections of the Tourist growth must be scaled against the numbers of people required to provide adequate service, and in turn to determine the housing

necessary to fairly meet the increased needs, presuming that the present slack will be taken up.

#### Staff Accommodation:

Now you will see where our brief has been altered. This item has been covered in another section of our brief, which we dropped altogether; that report is already in the hands of Mr. Laing. But we wish to add here that the problem of adequate, fit, staff accommodation is increasing each year and must be met with new accommodation and the gradual elimination of many of the present types of accommodation that are being offered, which in some instances are far below the normally accepted standards. Some form of rental control must be established in order that justice be rendered summer staff; that they will be able to afford to both live and eat while working in Banff.

#### Senior Citizens:

Several Senior residents of this community are forced to leave Banff each year, as we are unable to provide them with Senior Citizens' homes which are the privilege of every other Community in the Province of Alberta. This particular problem has been sidelined by the fact that people other than legitimate residents of Banff would wish to retire here. That can easily be solved. At the present, many most deserving oldtimers of this area have had to go elsewhere when they would have preferred to have lived out their senior years in the area which they pioneered.

4. Another item which is also included elsewhere in this brief but does apply to the general welfare of the Community, is the matter of preventative welfare. The province of Alberta has a broad program to bring to the rural areas many of the welfare benefits that have become general to the larger centres. Such services as counselling, Home makers etc. are as needed in communities of smaller numbers as in larger centres. Banff could use these services to the advantage of local residents and also for transients.

5. Adding to the report on summer staff entertainment, a full time recreational director is required for this community, in order to co-ordinate and expand the existing services and in the summer to lead the way in organizing an extensive program that will embrace all youth at a limited cost. In the winter a similar program could provide suitable evening recreation for skiers, particularly youthful skiers.

Finally, we wish to establish our concern over the proposed National Parks policy, which in essence begins with the premise that there are no residents in National Parks, and proceeds from there. We are concerned that in this policy there are no specific indications of local responsibility in the matters of Health, Welfare and Recreation. We are anxious to see the Parks serve the citizens of Canada, but in order to provide this service we must have happy citizens in the first instance. Happy citizens arise from communities where the needs of individuals are adequately met, in the above three areas. We are concerned that the terms dealing with the common good of residents of National Parks, that is the two-legged residents, be as clear cut as the terms that protect the four-legged creatures who share these areas with us.

Thank you.

The CHAIRMAN: Thank you Reverend Mr. Firth. I am now going to call on the representative of the Calgary Bird Club; Mr. John Price, the secretary, will make the presentation. Then we will be hearing from Mr. Ian Halladay who is the vice president.

Order, please. I am going to ask Mr. John Price to make his presentation.

Mr. John PRICE (*Secretary, Calgary Bird Club*): Thank you for including us in your program this evening. Gentlemen, we have attended in person, rather than submitting a brief to you without speaking it, essentially so that you may be assured that even though we are bird watchers there is no wool in our ears and very few stars in our eyes.

The Calgary Bird Club, gentlemen, is a group of persons most of whom live within the city of Calgary. A high percentage of the membership is of young people who are still at school. At the present time this is the only naturalists' group in the area.

We welcome this opportunity to explain to the committee what we believe to be the principles by which the National Parks of Canada should be administered.

A hundred years ago the human impact upon the landscape of the country was as yet negligible. Apart from the aboriginal Indian population only a few settlements, mainly in eastern Canada, had yet been "hacked from the wilderness". It may be claimed that the Canadian landscape was then wilderness essentially unaffected by the human presence. Today this is not so, and we are hard put to identify any areas at all which are not appreciably altered by the hand of man. Most of the areas which resemble the original Canadian condition are inside the National Parks and in the arctic. Present trends, and experiences elsewhere, for example in the U.S. National Parks, clearly demonstrate that unless drastic measures are taken these remaining wilderness areas will have disappeared within the next generation. Even in the arctic you do not travel today very far by air before you observe the tracks left by "cat trains", and abandoned oil drums are commonplace. There is already a need, therefore, for areas even that vast region to be set aside as inviolate examples of what the arctic used to be.

Nearer at hand there is an immediate need on the prairies for a National Park to preserve one or more examples, if they can be found in time, of unaltered short-grass prairie.

From what has been said so far, it should now be clear that those who claim that the wilderness areas inside the National Parks are too large have a totally inadequate understanding of what the primary value of the National Parks is for this nation. The National Parks are relict examples of the country which the Canadian pioneers settled. They will enable Canadians to appreciate what this original landscape was like. To do this National Parks must preserve plant communities and species of animals which are no longer found anywhere else.

Because of their wilderness nature, an increasing number of Canadians find that the National Parks provide the only complete "outdoors experience"—the only one that brings them into a relationship with the natural environment which approaches that experienced by man during his evolutionary development. Those who have been into the wilderness have found in it a form of



spiritual experience and renewal that the wilderness alone provides. One is at the same time humbled and exhilarated by it. While an experience of the wilderness is enjoyable, it is also awesome and educative. National Parks, we submit, do not exist to provide "fun".

How can we define the limits of the wilderness we have been talking about? Since the major factor in taming it has been the powered engine or tool, we may define wilderness as any area from which the internal combustion engine is barred. Those who visit it do so on foot, on horseback or by canoe. The motor vehicle, the out-board motor, the airplane, the powered toboggan and the snowmobile should not be seen or heard. The number of people whom the wilderness explorer will encounter should not be much greater than the number he would have met with in the wilderness of one hundred years ago.

Given the view that National Parks are to preserve relatively unaltered fragments of the original Canadian scene in perpetuity as a legacy to history, and as a reserve for the original forms of plant and animal life, certain rules for the administration of the parks inevitably follow:

1. Whether or not the parks be divided into zones, in recognition of the fact that they sometimes already contain human settlements, the area preserved as wild lands unaffected by human presence (wilderness) must be kept maximal. Such wilderness areas should be guaranteed in a new Act of Parliament which renders their boundaries and administration unalterable by Order-in-Council.

2. Demands for commercial expansion within the National Parks have followed from the increased popularity of the National Parks as public playgrounds. The commercial interests have provided facilities catering to the temporary needs of these human visitors, and they have profited thereby. To provide eating, sleeping and sanitary facilities is their only justification; hence commercial expansion (or contraction) should only follow a survey to determine the increase in the number of visitors which will not irreparably damage the wilderness.

3. If, as threatens, the number of people wishing to visit the National Parks should increase to a point at which there is pressure upon the wilderness lands that would be harmful to them, some system for restricting the numbers of people may have to be established.

The only recreational pursuits that are compatible with the purpose of National Parks, as outlined in the National Parks Policy proclaimed by the Government of Canada, are those which leave the landscape in no way altered following human visitation. Such non-destructive activities are enjoying the view, photography, hiking, mountaineering, cross-country skiing, and the study of natural history. Since the members of organizations engaged in these activities will usually be travelling on foot, they should be permitted to operate all-weather huts at approximately intervals of a day's travel. We take the view that huts are preferable to tent areas from a scenic point of view. Tents would be of no value in winter, in any case.

Any skiing developments which involve destruction of trees or alter the appearance of mountain sides are not compatible with the purpose of a National



Park. In this regard, the action of the Cabinet in extending an invitation to the International Olympic Committee to hold the Winter Olympic Games of 1972 in Banff National Park was, on the one hand, inconsistent with the National Parks Policy announced by this government and, on the other hand, a very great disservice to the international conception of national parks, an ideal which we may be proud and which Canada was a pioneer. Furthermore, we deplore the fact that additional downhill ski-runs and associated services are now being developed in the Lake Louise area.

I say this gentlemen—

The CHAIRMAN: Order, please.

Mr. PRICE: I would add that I am both a skier and a camper. We take the view that the provinces of Alberta and British Columbia should be informed that future downhill skiing developments in the western Canadian mountains will have to be situated outside any of the National Parks of Canada.

On the same grounds, and because the private automobile is now almost universal, there is no justification for any municipal expansion or additional campgrounds inside the National Parks. Likewise, with few exceptions road networks should not be expanded. Where roads go wilderness ceases to exist. Those travelling to the parks by car can, and should, be provided with service facilities and sleeping accommodations, including campgrounds, outside the park boundaries.

Anyone who has seen the great metropolis which is a campsite on tunnel mountain will, I am sure, agree.

5. Quite recently the National Parks Branch has begun to appoint parks naturalists, and we welcome this. However, the number of these is as yet totally inadequate to provide the necessary interpretation of the parks to the millions now visiting the National Parks for the first time. Few people have any understanding of what the parks are for. Therefore, we wish to see a considerable expansion of interpretive personnel, and of nature museums at the park headquarters and or the park entrances. We also feel that those visiting from nearby cities (and Calgary is an excellent example) are less well prepared to use the parks in a way which is compatible with their purpose than those who have travelled a great distance to see them. In such cases the National Parks Branch must take the interpretive program to the places where these day visitors live, i.e. to the service centres outside the park boundaries and to the neighbouring cities. In addition to producing museum-type displays, it should be a duty of park naturalists to write parks interpretive columns in the local newspapers, and to present radio talks and television programmes on the geology and natural history of the parks.

The Calgary Bird Club also considers that park naturalists must, in the course of their duties, gain new knowledge of the natural history of the park. Such knowledge in the past has not been obtained on a systematic basis, and a high proportion of the biological studies that have been made inside the National Parks exist only as unpublished manuscripts. The National Parks Branch has a responsibility, therefore, to initiate inventories of the living resources of the parks, and ecological studies, and to publish the results. We might mention that

members of the Calgary Bird Club have in 1966 added more than half a dozen species to the official list of birds of Banff National Park.

6. The unpolluted, undestroyed natural environment of man as an ecological system is a major concern of scientists and governments at this time, and is particularly a concern of the International Biological Program. The National Parks are, consequently, areas of major scientific importance. So ecological studies within their boundaries, by qualified and recognized scientists (or students under their direct supervision), should be encouraged by the National Parks Branch, with the one provision that no permanent damage is caused to the landscape, the flora and the fauna.

Modern ecological studies have shown that it becomes necessary to prevent a species from destroying its own habitat. We recognize, therefore, that some management of wildlife is necessary even inside national parks, in rather the same way that it is usually desirable to prevent or localize forest fires in the wilderness areas.

We are glad to have had this opportunity to explain the values that naturalists place upon the areas now inside the National Parks of Canada. It is sometimes stated that naturalists form a minority group; it is increasingly evident, however, that far more people obtain pleasure and satisfaction from looking at wildflowers, insects and birds than has been previously thought. Few of these people belong to an organization devoted to the study of natural history. But the number of those who enjoy watching living creatures probably exceeds the number of organized sportsmen. Each one of the several million visitors to the National Parks of Canada each year is looking for some part of the satisfaction that naturalists seek.

In conclusion, we would like to say that we think that a great deal of false information about National Parks has circulated amongst the public in recent years. We hope that this Committee will be able to set before Parliament the philosophy essential for the preservation of viable areas of the Canadian Wilderness before it is too late. Time is short.

The CHAIRMAN: Thank you, Mr. Price.

Now gentlemen, the last submission for this evening will be made by Mr. Alfred L. Harris, Chairman of the Action Committee on National Parks.

Mr. ALFRED L. HARRIS (*Chairman of the Action Committee on National Parks*): Mr. Chairman, I am not presenting a brief. I just wanted to introduce the group which I represent and present two of the people who will come up here and give you short briefs.

Very briefly, I represent a group called the Action Committee on National Parks. Our group was put together recently to try and co-ordinate the efforts of conservationists in Alberta who are interested in our national parks. We have, as a result of our efforts, brought together the various alpine clubs, boy scouts, girl guides, the fish and game clubs, the bird clubs, natural history clubs youth clubs and so on. These people will be appearing this evening, tomorrow and Friday morning to talk to you. Very briefly our group is a conservationist group in the style of Teddy Roosevelt, Franklin Roosevelt and John F. Kennedy, who was also a great conservationist. The thing I wanted to say to you tonight is that you

must understand that the vast majority of people in the groups I have just named are young people, under the ages of 25. These are very young Canadians, and as all of you sitting here tonight know, in another five years a man with grey hair or receding hairline will be rare in the House of Commons in Canada because our youth are plunging on us and within five years—and I am quite serious about this, because it is going to knock me out—yet I want you to appreciate these conservationists because they represent the views of the young people and they will be looking upon you to try and protect their interests until they can get there to set out the way they think Canada should be run.

The basic thing you must remember about conservationists is this: They believe, as I believe, that you are the most important Committee in the House of Commons, that you are second only to the question of war and peace, as far as Canada is concerned. Our greatest natural resource is the beauty of this nation, whether you take the shorelines of the Maritimes, the mountains of the West, the maple trees of Quebec, or the falls in Ontario. We believe that this great natural resource tied together with a tremendous problem of recreation and leisure makes you the most important Committee in the House of Commons, even more important in our view than the prices committee who are meeting in Ottawa and who are receiving much more play than your Committee. Therefore, it is my great pleasure now to introduce to you Karen Beder, who is a post-graduate student and who has prepared a brief, together with a number of other post-graduate students and they will give you the human view on what you should be doing with the national parks.

The CHAIRMAN: Thank you very much. Gentlemen, we have a very fine young lady with us who will make the presentation on behalf of the national parks' action committee.

Miss Karen BEDER (*Action Committee on National Parks*): I am representing a group of young citizens and we come from different areas of the continent. Two of them are Americans, one is from Montreal, one from Saskatchewan, several are from Calgary and one of the members is from Banff.

The purpose of National Parks as stated in the Canadian National Parks Policy is to maintain our parks in as near a natural state as possible for the enjoyment of future generations. From our point of view, this means to take pleasure from the wilderness in a natural and unspoiled setting. We propose the following ideals and suggestions:

1. parks are mainly for the preservation of natural beauty, and wilderness areas should constitute the *major* percentage of the total area;
2. parks occupy only 1 per cent of Canada and should not be spoiled for any reason by overdevelopment;
3. only certain areas of the parks might be made accessible by development of additional roads;
4. any non-essential commercial development should be *outside* the parks.

An opposing viewpoint is one implying that enjoyment is enhanced by commercial development such as that within towns like Banff. This is in direct conflict with the original concept of "natural state" and is merely recreation in a



scenic setting. The question is whether unrestricted commercial development is to be allowed in a National Park. The present Parks Policy answers this negatively, and we agree with this.

In our opinion, the main incentive behind the local businessman's view for unregulated development is financial gain. The thought is I suppose that additional developments will bring in more money. But, tourists from other countries, especially the United States, often come to the Canadian Parks to see unspoiled natural areas, since many of their own parks have become overcrowded and overdeveloped. If developments in our parks expand further, tourism may actually decrease. Thus, additional development might actually not even serve the purpose of the businessman. Individuals who support present Park Policy generally do not stand to gain financially from it. Rather, to quote an American conservationist:

"The only possible force that could be motivating the effort to preserve natural areas is the moral conviction that it is right."<sup>1</sup>

Unfortunately, moral conviction is not the factor motivating opposition to Parks Policy; it is money. Local residents I am afraid are losing sight of a very basic policy of any national park; that is that services are not established to promote financial gain for the community, but only to provide necessary facilities for visitors.

Some people bring up the point that since everyone is paying taxes to the government, the government has an obligation to do what the majority wants—in this case to increase commercial development. However, another function of a democracy is the protection of the rights of minorities—in this case, to restrict development and maintain natural areas. Unfortunately, in this country, apparently only a minority realizes the importance of parks in the conservation of natural resources. For example, the forest resource, although renewable, would take at least seventy-five years after logging to again become of aesthetic value. The parks are also important for the scientific study of natural habitats. Such studies are essential to aid the understanding of changes brought about by the pressure of humans on nature. These studies can indicate the potential and limit of our natural resources in developed areas. Surely, some natural areas should be left unchanged.

The point is sometimes made that the Banff-Lake Louise area is a very small portion of Banff National Park, and that developing this area would not appreciably affect the park as a whole. However, commercialization undoubtedly could not be stopped here. Once this area was fully developed, commercial interests would decide that another area should be expanded, and so, on it would go! The problem is not just in the present, but involves the distant future of the parks, and so the answer should be a definite yes or no to large-scale commercial development. An important point that should be remembered here is that National Parks form less than 1 per cent of Canada's total area. According to another conservationist:

"Recreational development is a job not of building roads into lovely country but of building receptivity into the still unlovely human mind."<sup>2</sup>

<sup>1</sup> A. Starker Leopold, quoted in "The Place No One Knew—Glen Canyon on the Colorado", by Elliot Porter.

<sup>2</sup> Aldo Leopold, quoted in "The Place No One Knew—Glen Canyon on the Colorado" by Elliot Porter.



It seems evident to us that this receptivity is lacking in some residents of Park townsites.

We realize that there is the problem of preservation versus use of parks. In our opinion, preservation is the main purpose (this is also stated in Parks Policy). We do agree that everyone should have the opportunity to see the parks. For most people, however if they expend a little energy they *can* see the park by walking beyond the roads; however, a large proportion of these people are just too lazy to do this. We think that limited additional roads might be built, but that only certain types of areas be made accessible—for example, forested and lower elevation areas. By no means must high alpine areas be made accessible by roads, as certain plant communities exist there which could be irreparably damaged.

It is true that some expansion of overnight accommodations and services is needed for the increasing number of visitors to the parks. A possible solution to this problem is to build accommodation and recreation facilities *outside* the park boundaries to alleviate pressure on existing park townsites—i.e. Canmore for Banff National Park. However, we are convinced that expansion in parks should not be allowed to continue indefinitely—there is a limit to the number of people a National Park can accommodate without impairment of its natural features. Also, one of the reasons that people go to National Parks is to escape the pressure of people encountered in cities. If continued development is allowed, then this purpose is defeated.

Recently, the Government of Canada announced plans for the development of four National Parks—Banff, Jasper, Yoho and Kootenay. In this plan, only two-fifths of the total area is to be zoned as wilderness, with the rest for development. One of the problems encountered in this zonation is the possible impermanence of the zones due to the pressure of future development. We are definitely in disagreement with this latest park policy which designates such a small proportion as wilderness, for it counteracts the park's basic purpose of preservation of natural areas.

*In conclusion:*

1. Parks are mainly for the preservation of natural beauty, and wilderness areas should constitute the *major* percentage of the total area.
2. Parks occupy only 1 per cent of Canada and should not be spoiled for any reason by overdevelopment.
3. Only certain areas of the parks might be made accessible by development of additional roads.
4. Any non-essential commercial development should be *outside* the parks.

*A Group of Young Citizens*

Vivian Baker  
Karen Beder  
Elisabeth de Vries  
Maureen Gibson  
Bruce Jones  
Joseph Moeck  
Marilyn Mortimer  
Richard P. Pharis  
Larry Stevens

Thank you for the opportunity of speaking to you tonight.

The CHAIRMAN: Thank you very much.

I wonder if the members of the Committee would agree to allow Mr. Ted Mills to speak on behalf of the Alpine Club. Mr. Mills is a businessman from Calgary. I know that we may have to go a few minutes overtime, but is it agreed to let Mr. Mills proceed? Mr. Mills would you proceed.

Mr. Ted MILLS (*Alpine Club of Canada, Calgary Section*): Mr. Chairman and members of the Parliamentary Committee. The Alpine Club appreciates very much the opportunity of making a presentation before you. I have two briefs to present. One is from the Alpine Club of Canada, the parent organization and the other is from the Calgary section of the Alpine Club of Canada. I will present the parent club brief first. This is a brief that has been prepared and is signed by the president of the Alpine Club of Canada. As some of you may know, the Alpine Club of Canada is the senior mountaineering club in Canada and as such its members have benefited for many years from the great mountain ranges contained within the western national parks. We have no basic quarrel with the national parks policy. We believe that the recreational activities that our club pursues are consistent with the aims of the national parks policy in maintaining natural and wilderness features of the parks in an unimpaired state for all future generations to enjoy. I will now proceed to the written portion of the briefs.

While we are not in a position to prepare the elaborate type of brief which has been drawn up by some of those opposed to the National Parks Policy, the Alpine Club of Canada, with its 1,200 members, wishes to go on record as supporting and endorsing the present policy of the Department of Northern Affairs and National Resources, National Parks Branch, with regard to the reservation of our National Parks. We believe that the National Parks must be reserved in their natural state, to the maximum extent that is compatible with their use for recreation and enjoyment by ourselves, our children and our children's children, and that there must be strong resistance to the pressures of new commercial development.

We believe that the recreation and sport of mountaineering is in harmony with the basic purpose of the National Parks System, which is to preserve for all time these areas as a national heritage in an unspoiled state for the benefit, education and enjoyment of the people of Canada. The Alpine Club of Canada heartily endorses in particular, the policies listed under the following headings in the Department of Northern Affairs and National Resources brochure "National

Parks Policy":

- Wild Life and Nature
- Forestry
- Trails and Footpaths
- Recreation

We also strongly support Item VIII of the "Winter Recreation Management Policy Statement" dated March, 1965, and the Department policy of prohibiting mining and lumbering operations within the Parks boundaries.

If we are not successful in preserving the natural beauties of our parks, we will be given no second chance. Therefore, let us profit by the experience of

others before it is too late, and avoid the degradation and spoilage that has taken place in some of the parks in our neighbour to the South. This can only be achieved by a firm policy and the coverage to resist to many pressures.

Respectfully submitted,  
Roger Neave,  
President, Alpine Club of Canada

I will now proceed to the brief that has been prepared by the Calgary section of the Alpine Club of Canada and this is signed by the chairman of the Calgary section, on whose behalf I am speaking.

We do not intend to bore this committee with a dissertation on the good or poor points of the national parks policy, but merely wish to state the position of our group regarding this policy.

Perhaps it would be well to introduce here briefly that because of Calgary's proximity to the western national parks, the Calgary section of the Alpine Club is one of the largest of the Alpine Club and derives greater benefit from and uses the parks more than any other section of the club. This brief therefore serves to supplement and emphasize the brief presented by the parent club.

The objects of the Calgary section of the Alpine Club of Canada are:

1. The encouragement and practice of mountaineering and mountain crafts and the promotion of these skills through participation in these activities.
2. The education of Canadians in appreciation of their mountain heritage.
3. The exploration of alpine and glacial regions and the promotion of scientific study thereof, primarily in Canada, but also in other countries possessing mountain ranges.
4. The preservation of the natural beauties of the mountain places and of the flora and fauna in their habitat.
5. The dissemination for scientific and educational purposes of knowledge concerning mountains and mountaineering through meetings, publications and library.

Our activities therefore, are of a nature that are acceptable and encouraged under the national parks policy.

The membership of the Calgary section is slightly over two hundred persons, some of whom have been members of the section since its founding shortly after the foundation of the Alpine Club of Canada in 1906.

We therefore, have a particular interest in the orderly development and administration of Canada's major recreational resource—the national parks. Although there are a few minor details of the national parks policy that we feel could be modified, we cannot emphasize enough that the overall concept of preservation of our natural heritage and particularly, mountain heritage, for our children and their children, is a sound and far sighted plan that we heartily endorse.

Since we are in agreement in principle with the national parks policy, we ask that this committee give careful thought to any 'watering down' of its aims



through allowing further encroachment of commercial development other than those desirable services needed for future visitors.

We heartily endorse the government's policy of refusal to allow programs of mining, lumbering and similar interests within the national parks.

I think from the standpoint of the Calgary section of the Alpine Club that the next part is a significant point.

It is most regrettable that the Alberta government should have seen fit to endorse a brief written on its behalf suggesting that the national parks policy was having a detrimental effect on Alberta's tourist industry. It would seem, on the other hand, contrary to this, that Alberta is fortunate that the major national parks are in Alberta, or adjacent to it, that they are managed and developed by Canadians across the country, mainly to the benefit of those fortunate enough to live near them and visit them regularly.

Incidentally the statement that was made in that brief that all of the accessible mountains in Alberta are within the parks is somewhat in error, unless some of our members have been climbing mirages.

Alberta would do well to copy the parks policy in her own provincial parks and allow development such as she desires outside of their boundaries.

We could go on and on suggesting the type of development in the national parks we would like to see that would not cause impairment of their natural beauty such as: more hiking trails, foot bridges, campsites, emergency or high-level shelters, access roads etc., but all of these are suggested in the present policies stated by the Government of Canada.

If you feel as we do that to fail to preserve the parks for future generations of Canadians would be a national tragedy, then you must endorse the principles of the National Parks Policy.

Respectfully submitted,  
Donald Lyon,  
Chairman  
The Calgary Section of  
The Alpine Club of Canada.

Thank you very much.

The CHAIRMAN: Thank you Mr. Mills.

Gentlemen, this will conclude this evening's meeting. Tomorrow morning we shall resume hearings in the high school at 9 a.m. sharp. I also wish to take this opportunity of congratulating the people of Banff for the interest they have shown by being here in such large numbers this evening. I also wish to extend the appreciation of the Committee to all those who appeared before the Committee this evening, some of whom will probably be questioned at future hearings. Ladies and gentlemen this meeting is now adjourned.

Just one moment. Mr. MacDonald wishes to make an announcement.

Mr. J. A. MACDONALD (*Assistant Deputy Minister, National Resources*): I would just like to say that those members who wish to go to the hot springs tonight will gather at the hotel and transportation will be provided from there.





## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, December 1, 1966.

● (9.26 a.m.)

The CHAIRMAN: This morning we have two members who were not with us last night, namely Dr. Stanley Haidasz and Dr. Hugh Horner. Gentlemen, would you please stand up.

Gentlemen, you have been provided with the briefs of organizations and individuals that will not be presented orally, namely from J. G. Nelson, Mr. P. J. B. Duffy, Secretary and Director of Olympics 1972, and Mr. Hartwig. I commend these submissions for your consideration, that you may study them for our report.

We shall now continue on from last night's statements. We will now hear the following representatives, Mr. Claude Brewster and Mr. Eldon Walls of the Banff-Lake Louise Chamber of Commerce. Secondly, we shall hear from Mr. Hugh Craig, President of the Waterton Lakes Chamber of Commerce, who appeared before us in Ottawa and thirdly, from Mr. G. H. Steer, Q.C. who represented the Chamber of Commerce of Banff-Lake Louise, Jasper and Waterton Lakes, whose brief members received in Ottawa. After hearing them, we can then proceed to put questions to those we have heard thus far in Banff, including last evening or we can proceed to hear any wildlife and camping representative who may be here. I now invite Mr. Brewster and Mr. Walls to come to the microphone.

Mr. CLAUDE BREWSTER (*Banff-Lake Louise Chamber of Commerce*): Mr. Chairman, honoured guests, ladies and gentlemen. I am here representing the Banff Chamber of Commerce. I am the immediate past president of the Banff Chamber. As our brief is fairly extensive, we have run an abbreviation of it which Mr. Walls will follow up after I have made a few remarks.

First of all, I would like to compliment the government on their decision to send this wonderful delegation to us and I would also like to take this opportunity to compliment Eldon Woolliams for the work he has done to help to get this Committee to us, especially in dealing with his own people. We have heard a number of briefs last night dealing with wildlife, alpine clubs and we, in our business, have been handling these people all of our lives. We sympathize with them. We in Banff—and this is something that is not really known—are so often thought of as dollar gobblers who would do anything to the national parks to make a fast buck. This is not so. We are as concerned about these wildlife problems and the benefits to the people of Canada and the whole world, as any of these other people. We feel that they have told you a certain story, but they have not told you the whole story. There is far more to it than this. How are the Canadian people and the people of the world going to enjoy these parks if they

cannot get to them. We would be the last people in the world to destroy any of these things, but we believe you have to be practical. Take for instance the various gondolas that operate in the national parks. Look at the people they get to the top of these mountains that otherwise could never have enjoyed this beauty, never would have gone to the top of the mountains, never would have done the things that they can do. They are able to do it because of these things, with the trails and the buses and so forth in the parks. This allows the people to really enjoy themselves, otherwise they could never have done these things. They not only reach the top of the mountain from a standpoint of the view and so forth, but believe me this does something to people. It does something to their souls to realize and to see this vast beauty from these areas. This means something, it is something for the people of Canada. We have been in the trail business up in these mountains all of our lives as guides, and packers. We have taken people out in these parks who were almost neurotic, we brought them back after a week or two on the trails and they have come back as human beings. This is the kind of thing we feel that our national parks and we as people in service here in Banff are doing for the people.

We feel that this is a wonderful opportunity for us in Banff to tell our side of the story, which we feel too often we have not been able to get across to the people of Canada and to Parliament, and for this reason we are so happy to have you people with us. We believe you are here with open minds and we have this chance to tell our story. Living down in Ottawa we feel that you very often only get one side of the story and that is that we are the bad guys. We feel that we have another side of this story and we would like to present it to you. We have been accused at times of special privileges while living in Banff. If you look around at our vast scenery today and while you are on your trip to Jasper, you will realize that we have a great privilege living here, we realize this, but this privilege was a privilege by God and not by man. We believe that we are here and doing a service and that we are not understood. Business in Banff basically is the same as business any place else in Canada. There is a small margin of profit. If you make it you make it, if you do not you go broke and this is all there is to it. When you consider that our prices do not vary a great deal from other parts of Alberta, and yet we operate on a six months basis. This means that it is quite difficult to operate that way. I would just ask you people to walk up the streets of Banff today and look in the stores, look in the beauty shops and just see how many people you see in these places today. See what these people are doing and you will wonder what the hell they are doing in business at all, when you walk up and see this kind of thing. Walk past the curio stores and you will see these places loaded with from \$9,000 to \$15,000 worth of stock that was bought last spring. If they sell two articles a day from now on for several months, they are going to be very lucky. This is the situation that these businesses are in. Another thing is that they still have to pay their rents and in paying these rents—and this is something which you people probably do not know—that about 80 per cent of the ownership of these properties in Banff are absentee owners, they want their rents and these rents are paid. The only way that a lot of these people can operate is the fact that they are operating their own business themselves. They have no overhead during the wintertime and they

look after themselves. Take the motels for instance. You could take almost any motel in Banff today and if you took all the requests for space tonight, you would not fill one motel. This is the fact that you would still have room in this motel. There is one motel in the parks here which is in one of the most beautiful areas of the parks with an investment of well over \$200,000. It opens up for 60 days during the year. It is full about one month. Can you make money that way; can anyone make money that way. The only way that this business can operate is the fact that it is tied in with another company which absorbs the loss. Walk around and look at the garages in town, see what they are doing. The garages in Banff charge a few cents more for their gas and they pay a few cents more. We operate a garage and there is many a day that our gross will not be more than \$5 during the winter. This is the kind of thing that you are up against.

I operate a fleet of about 60 cars in a rent-a-car business. I will not mention the name of it, but in spite of the fact that we try harder, we only had two rentals in the month of November. These are things that I think you people need to know. Another point I would like to make is that one of the most able administrators in the parks department saw the glory of going into business in Banff and he went into the motel business in Banff. Today—and this man is an able administrator, so much so that the department was very glad to take him back—he is back with the department and he is damn glad to be there. Ask him what he thinks about businesses in Banff and in the national parks.

You talk about special privileges. We have special privileges. Our special privileges are the fact that we live in this beautiful area, and the other one is that we meet so many wonderful people from all over the world. I just have a clipping that I would like to read to you, it is a short one, before I close. And this was at the Parks Summit conference. It says:

Parks summit conference needed. Businessmen or prospective businessmen of the area might do well to remember that in the initial development of the Banff-Lake Louise area as a tourist centre, no one provided the pioneer businessman with a blue print and landscaped sight. The original businessmen of the area quite literally carved their start out of the weather.

Now, in stepping down I would like to introduce Mr. Eldon Walls who is one of the most respected people in the Banff area. He is the top chartered accountant, and he knows the businesses as a whole in Banff better than anyone else possibly could. And he is going to read the abbreviated brief of ours and comment slightly on it. However, he will be available to answer questions later on. Mr. Eldon Walls please.

The CHAIRMAN: Thank you Mr. Brewster.

Mr. ELDON WALLS (*Member of the Executive Committee and of the Banff-Lake Louise Chamber of Commerce*): Thank you Claude for those remarks. Good morning ladies and gentlemen. As a member of the committee of the Chamber of Commerce I have been asked to read this portion of our presentation. The first section deals with the Act:

The following is the present wording of the Act covering National Parks.



"The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to the provisions of this Act and the regulations, and such Parks shall be maintained and made use of to leave them unimpaired for the enjoyment of future generations.

The definition of "impaired" is "made worse". Today's Parks Policy hinges on the claim that any interference with the wilderness state in the Parks means "impairment" of the parks. This is the so called "wilderness concept".

If this were true and had in reality been intended in the past, no one could benefit, enjoy or obtain any education from the Parks, because any person entering the Park area is bound to disturb nature in some way. He will disturb wildlife, plant life, probably create some fire hazard. A Park area operated on the basis of the "wilderness concept" would be of no use to anyone.

What makes a park worse, that is, "impairs" it, is any action which results in more disadvantages than advantages, considering the Park's *full purpose*, which is to be "for the benefit, education and enjoyment" of the people of Canada.

Based on the "wilderness concept", a road is definitely an impairment of the park. However, it is very necessary to enable the Parks to fulfill their educational purpose, to enable Canadians to enjoy the Parks, in short to benefit from them. These advantages are greater than any disadvantages connected with sacrificing some wilderness area. Accordingly the road has not impaired the Park, but improved it. Future generations, will appreciate that roads already exist.

Banff, Jasper, Yoho, Kootenay and Waterton National Parks—all representing one area—cover a total of 8,017 square miles. They are visited by more than a million people each season. The benefit, education and enjoyment Canadians could derive from Parks covering such a huge area, would be greatly reduced, if no provisions were made to service visitors to these parks. Much of the enjoyment of the Park is dependent on visitors being able to stay for days or longer in the area. The number of visitors—that is the number of those enjoying the Parks—would be greatly reduced, if the services mentioned were not available.

It is submitted that the wilderness area, which has to be given up to make this possible is, as such, much less valuable than is the enhancement of the Park's goal, which is the benefit, education and enjoyment of the people. Thus, the Park's purpose as a whole has gained, not lost. The result is improvement, not "impairment". Future generations will appreciate that some work has already been done, and they do not have to start from scratch. The present problems encountered in the promotion of a townsite in Lake Louise show that it is not that easy to create a townsite.

We submit that the Act, in plain language, means "Use without misuse" and submit that Parks policies, from the inception of the Parks until some years ago, were based on this. Present Parks policies however, in our opinion, are not. They are based on the "wilderness concept"; thus roads are clearly termed to represent an "impairment" (policy paper page

8), townsites are termed "intrusions" (policy paper page 22). If Parliament, in 1930, had wanted to adopt the "wilderness concept" it would have replaced the wording "to leave them unimpaired" in the draft of the act submitted for consideration at that time, by the wording "to leave them in their natural state of wilderness".

The second section deals with developed areas compared with park sizes:

We submit that up to a few years ago, Parks policies were based on the application of the Act according to the intent and wording as explained in the previous section. Its application had, like anything else, some problems. The Banff business community has, in the past alternatively been accused of promoting unlimited expansion on the one hand and of supporting protectionist policies on the other. The accusations of course appear to contradict each other. Accordingly we feel that we can rightly claim that, although we might not always have been perfect, we did as a whole, act responsibly and fulfill the functions expected of us.

In this connection we would cite the following facts:

Banff National Park was created in 1885.

By the following year the Park administration staked out a townsite and invited business people to take up leases.

This proves that the wording of today's act which was adopted in 1930, was based on the same realization of the necessity of townsites within our huge Parks, as were recognized by the Parks administration in 1886.

The question today must therefore, be, "where did this policy lead us?"

Banff National Park measures 2,564 square miles. According to official figures the developed area in the townsite of Banff covers 325 acres, Lake Louise, 50 acres. And to this we add the development areas outside townsites and arrive at a total of 689 acres, or 1.09 square miles. This is 1/24th of per cent of the total area. We hope that the attached visual depiction of the comparative sizes will make it easier to appreciate the significance of the above statements. The chart represents 2,564 squares, one for each mile of Banff park area. Down in this corner it represents the developed portion of that entire area. If we take in the entire parks of the Rocky Mountain National Parks, (Jasper, Banff, Kootenay, Yoho and Waterton) we have a total of 8,017 square miles and 1/18 of the 1 per cent of this great area represents the developed portion.

We submit that these facts indicate clearly, that there has been no misuse of park areas for developments. Even after nearly 90 years of the application of this policy, there is no indication that we are moving towards a danger point.

The third section deals with the control of the size of townsites:

According to the act, activities in the parks are to be restricted to what is necessary for the "benefit, education and enjoyment" of the parks by the Canadian people.

We submit and have reason to believe that there is widespread agreement that business in the Park should be restricted to what is required for catering to the needs and demands of park visitors and to what is required to give seasonal personnel and permanent residents in the park the same sources of supply, services, etc., available in a town of similar size outside of the parks.

In view of the financial interests involved, the matter must be spelled out as clearly as possible in by-laws or rules and regulations open for inspection to everybody and appeal possibilities against decisions handed down must be provided for. The main part of such rules and regulations would consist of a list of businesses accepted.

The list could be broken down in two parts:

One. Businesses for which no control will be implemented as to their numbers. Such businesses, although subject to a license being issued, would be permitted automatically, upon conforming with other requirements applicable.

Two. Businesses taking up a relatively large area and whose nature suggests restricting their numbers to what is considered to be necessary under the circumstances. In such cases the use of the land should, through lease conditions or zoning by-laws, be restricted to a particular type of business activity. Any new business opportunity of this type should be put up for public tender, thus taking care of the fact that a certain element of monopoly is connected with it.

As to the use of Park area for private residences we agree that the use for so called summer homes is not necessarily contrary to the Parks purpose. One may argue that the person who likes to stay in his own home in order to benefit from the area, may have as good and acceptable reasons for doing so, as one who stays in the area for days or weeks only. There are, however, two considerations. These people use up much more area than would have to be set aside for the same number of people using hotel or motel accommodation, thus if ever, bringing us much faster to a possible saturation point as would otherwise be the case.

In addition to this we would have to consider that the acceptance of such Park use would create a nearly unlimited demand which, in view of the necessarily limited supply would lead to inflationary property prices, to the detriment of those who have to live in the Park in order to serve its visitors. One can easily observe and prove this effect at present. The only possible solution would be separate settlements for summer homes, a rather artificial solution and difficult to handle properly and impartially. We submit that the rights of people owning and using property for such purposes at the present time, have to be restricted and safeguarded but agree with a policy declining the expansion of such use.

With regard to people engaged in serving Park visitors and those engaged in serving the local community, we submit that they have the right that a policy be pursued securing them housing of a standard and at prices available in other Canadian towns of similar size. The same applied



for those who retire, after having served the Park communities in a capacity which gave them the right to residence.

The right to residence is in many ways a very important one and the qualifications should again be clearly spelled out in by-laws or regulations, open for inspection by anyone. Provisions for proper appeal procedures must also be provided.

Based on this we oppose the policies laid down in the policy paper where it is stated very clearly (page 17) that there should never be a right for residence even for those serving park visitors, and residence should always be regarded as a privilege. A privilege of course can at any time be denied without stating reasons.

As the government holds a complete land monopoly, the policy, as advocated can, in fact, without violating the law in a technical sense be subverted by simply withholding the opening of residential area for its implementation or by offering such land at such unfavourable conditions, that people in need of housing are excluded from taking up the offer.

This points to the need of putting the matter into the hands of some impartial body, which will keep the situation under constant surveillance and make decisions independent of an administration which appears to be unilaterally committed to the "wilderness concept".

We submit very strongly that at the present time, Park residents are forced to accept substandard housing and housing at prices which are considerably higher than in comparable communities outside of the Park, which is the effect of an imbalance between supply and demand in the real estate market for which the government alone is responsible. This is contrary to the government's announcement in the House of Commons on September 18, 1964 which reads as follows and I quote: "The policy regarding those who live and carry on business in the National Parks is that they should enjoy no particular economic advantage or disadvantage because of their special place of residence or business". End of quote.

We submit that future expansion of townsites should be governed by the principles laid down herein, and if by doing so, townsites grow to a size which will mean that their disadvantages outweigh their advantages for the parks, then the number of Parks visitors must be restricted to a level which can be handled by townsites of a size then existing, thus eliminating the need for additional expansions of townsites.

Now, we have read in full the first three sections of our brief, because they deal with fundamental questions of Park Policy. The following is merely a summary or a submission under each of the various headings in the main brief which the members of the committee have.

Section IV deals with *Lease transfer dependent on the acceptance of changes in lease conditions.*

We consider that the new practice of making approval of the transfer of an existing lease dependent upon the acceptance of changes in lease conditions is a breach of contract. And, even if legal technicalities make it impossible to successfully fight it in Court, we consider it to be a breach of faith.



Section V deals with *Lack of Legal Protection*.

The legal protection available to a lessee in the Parks in any dispute with the landlord is restricted to an appeal to the Exchequer Court. The same applies with regard to actions of the Government when representing municipal authority in the Parks.

The cost of a procedure before the Exchequer Court is reported to range between \$8,000.00 and \$10,000.00. This makes court action entirely impractical for most lessees. Thus, they are without legal protection afforded to Canadians in general.

Section VI deals with *Present leases and the introduction of a City Property Tax*.

Leases have been offered and accepted on the understanding that the leaseholder will pay a certain rent and certain taxes. The two items (rent and taxes) added together represent the cost to the lessee for the use of the land.

The taxes mentioned did not include a property tax in favour of the Federal Government landlord.

The most important function of a lease contract is to state clearly how much the leaseholder will pay for the use of the property.

Through the introduction of the proposed new city tax, this function of the lease contract will be destroyed.

Section VII deals with *The Claim that we enjoy a tax advantage*.

The Government claims that we pay only 33% of the taxes levied elsewhere.

In the fiscal year 1963/64, the <i>total tax load in Calgary, per capita</i> was .....	\$ 96.72
while the same figure for <i>Banff</i> is .....	\$ 102.87

Full tax responsibility requires full property rights, that is freehold as well as self government,—we should not have taxation without representation.

As tenants our tax obligations are restricted to taxes stated in our *lease contracts*. We have fulfilled all such obligations and reject any claims and accusations that we enjoy tax advantages.

Section VIII deals with *Residential Leases*.

An article, published by the Banff National Park Citizen's Association, of which a reprint is included in our brief, deals in 13 paragraphs with the shortcomings and the inequities in the clauses of the new leases offered for residential lots. We support these objections in principle and would like to urge anybody interested to study the content of this article.

Section IX deals with *Staff Housing*.

We would like to see land allocated on which companies could build residences for their permanent staff.

I believe the Reverend Gordon Firth has already expanded on this topic.

Section X deals with *Commercial Leases*.

Most objections raised against clauses in residential leases also apply to commercial leases. Their importance is usually greater, as larger financial interests are at stake.

We object to the adding of concession fees to land rentals. This may have one of two effects. Either the business having to carry such fees will show a lower return on its investment as compared to a similar business outside the Park, or the tourist will be charged higher prices to compensate.

We point out that certain lease conditions violated the principle of equality of all citizens before the law.

The policy of taking over business premises at the end of a lease term without compensation could have detrimental effects on sound economic development within the Parks.

Section XI deals with *Periodical Resetting of rents in all leases from 970 on*.

We submit that such an attempt is a clear breach of contract except where it was agreed upon in the lease. The lease contract should bind the landlord (be he Government or not) for the full term of the lease.

Section XII deals with *Leasehold versus Freehold*.

We submit that the Park's special purpose does not require the leasehold system. The Government could, at any time, expropriate freehold property. Freehold would put us on the same level with other Canadians, putting an end to claims that we enjoy privileges.

The brief sets out in details that conversions from leasehold to freehold could be relatively easy to achieve and suggests that even full replacement of land transferred to freehold, by areas of similar size, added to the Parks, could not present any problem.

Section XIII deals with *Expropriation without Compensation*.

For 80 years leases were given out without any clause stipulating that buildings on leasehold would, upon termination of the lease, have to be turned over to the Government.

For 80 years the Government has paid such compensation when property was taken.

In view of the history of this matter and the lack of a specific clause forming a lessee to the contrary, businessmen have a moral right to consider the new "takeover policy" is a take-over of private property by the Government without compensation and submit that this is contrary to the basic economic and political principles of our Country.

Section XIV deals with *Lease Sales*.

The right to transfer a lease to a new owner, when such need arises, should be a prerequisite when a lessee has to put up his own building.

A lease right has a trading value, anywhere in Canada, not only in the Parks, if the rental is below the rent obtainable on the open market at the time of such transfer.

An impression has been created that some sort of reprehensible action was going on with respect to lease sales in the Park. The sales value of these leases has been the logical and foreseeable result of the terms of such leases offered by and entered into by the Government.

Land acquired thirty years ago in any Canadian town enjoying average growth is now worth many times its original price. This is the result of the same economic forces which create the transfer value of a lease. However, leaseholds, in spite of their possible trading values, are much less advantageous than freeholds held by Canadians outside the Parks.

Gentlemen, we would appreciate your careful consideration of our presentation, and I would like to call on the third member of our team, Mr. Otto Steiner, who would like to say a very few words to our French speaking friends.

(Translation)

MR. OTTO STEINER: Mr. Chairman, members of the Committee, I am a director of the Chamber of Commerce in Banff. I was informed yesterday by telegram, that you wished to receive French copies of our brief. Would you please accept our apologies, but the short time at our disposal did not allow us to have the French text ready. We hope you understand this, and we thank you for your patience. I beg you to excuse the French errors, as I am from Switzerland and my mother tongue is German. In the meantime, gentlemen, in the name of the Chamber of Commerce of Banff I welcome you to Banff.

(English)

THE CHAIRMAN: Thank you very much.

Gentlemen, last night we decided to postpone questioning of witnesses until after formal submissions had been heard. I suggest that we now hear Mr. Hugh Craig of the Waterton Lakes Chamber of Commerce. Before Mr. Craig begins his submission, I received a call from my Ottawa office this morning saying that a letter was received from William Craig. I wonder if there is any connection with Hugh Craig and William Craig? The letter was written by William Craig, 411 Beaver Street, Banff. If he is in the audience, I would like to see him after the meeting. And now, Mr. Hugh Craig.

MR. HUGH CRAIG (*President of the Chamber of Commerce, Waterton Lakes National Park*): Mr. Chairman, members of the standing committee. As president of the Waterton Lakes Chamber of Commerce, first of all I would like to say how keenly disappointed we in Waterton were, that you did not see fit to include Waterton Park in your itinerary. Last evening we heard some excellent briefs from the conservation people, and had you come to Waterton, we would have been able to show you two very active conservation projects in the Park. One, a logging operation removing a lot of dead pulp from a vast slow down area and making room for future reforestation. And the second one, our abattoir for the control of the Elk herd insuring adequate pasture for the remainder of the herd.

Our brief this morning is very short, because I had the privilege of appearing before you in Ottawa last June and discussing our business problems at considerable length with you at that time.

We do appreciate the opportunity to present to you the views of the Waterton Chamber of Commerce with regard to policies affecting the National Parks of Canada.



WE SUBMIT THAT it is impossible to establish a blanket policy for all National Parks which will be capable of uniform administration or be equitable. We make this submission for the following reasons:

The economics of the situation in Waterton, Banff and Jasper are not comparable. Population of Banff is 3,400 approximately; Jasper population is 2,700 approximately; Waterton population is 218; and virtually all of the Waterton population is comprised of Government of Canada employees and their families.

Banff and Jasper are open the year around but the Waterton business season is a maximum of 120 days, and the peak period is only 75 days. Parenthetically, we would point out that to our personal knowledge three applications for winter sports developments in Waterton have been turned down by the National Parks Branch.

The granting of these applications would have enabled Waterton to become a year around recreation area for Canadian citizens in the same manner as Banff and Jasper. However, the Government of Canada saw fit not to allow Waterton the same privileges as these two parks and, therefore, our economic basis is more restricted than the case of Banff and Jasper.

Waterton is not on the railway and, therefore, cannot generate the traffic that is generated in Banff and Jasper and neither does it have the advantage of the advertising put into developing Banff and Jasper by the Canadian Pacific Railway and Canadian National Railway.

Waterton is not on the main highway as is Banff, and as will be Jasper when the Yellowhead route is completed. For this reason there is no transient business in Waterton, nor is there any opportunity to take advantage of transient business and endeavour to persuade visitors to stay over in Waterton.

There has been very little development in Waterton and because of this there has been a negligible number of lease transfers. Because of this lack of growth, land prices in Waterton are stable and certainly not as high as Banff and Jasper. The fact that Waterton is not on the itinerary of the Standing Committee on Northern Affairs and National Resources, is a tacit admission by the Committee that Waterton is in an entirely different category to Banff and Jasper.

It is not possible for the Committee to realize how different is the situation until they sit to hear further representations in Waterton Lakes National Park. WE SUBMIT FURTHER THAT unless the Committee sits in Waterton Lakes National Park their knowledge of the situation is entirely academic and provides no basis for making any important decisions.

We realize that all the contentious points pertaining to leasing and which are common to all three Parks will be fully covered in other supporting briefs. Rather than being repetitious we wish to impress upon the Standing Committee in Northern Affairs and National Resources that the situation in Waterton National Park is indeed different and we urge them to consider an attendance in Waterton Park in January or February of 1967 before their National Park Policy is finalized.



In conclusion, WE SUBMIT THAT the Department on Northern Affairs and National Resources should pursue the completion of the Kishinena Highway with all the vigor at their command in concert with the Government of the United States and the Government of British Columbia. The completion of the Kishinena Highway would result in a vastly increased flow of tourist traffic from Glacier National Park into Waterton Lakes National Park. As well as benefiting Waterton Park, South-east British Columbia and South-west Alberta, it would help correct the imbalance of trade between Canada and the United States.

FURTHERMORE, we urge the Department of Northern Affairs and National Resources to encourage the development of winter sports facilities in Waterton Lakes National Park.

All of which is respectfully submitted.

The CHAIRMAN: Thank you very much, Mr. Craig. Now I have the great pleasure of introducing Mr. G. H. Steer, Q. C., who represents the Chamber of Commerce of Banff-Lake Louise, Jasper and Waterton Lakes, whose brief the members received in Ottawa. Mr. Steer.

Mr. G. H. STEER (*representing the Chamber of Commerce of Banff, Lake Louise, Jasper and Waterton Lakes*): What I have to say is in support of a brief that has already been filed with the Committee. Copies of what I have to say this morning have been prepared and if the Committee would like it they can be distributed now or after I have finished.

The CHAIRMAN: We will have them now, Mr. Steer. You may proceed.

Mr. STEER: As you know, gentlemen, the brief that has been presented deals with changes in the policy that have been proposed by the Department, and we contend—

An hon. MEMBER: Louder.

The CHAIRMAN: Order, please.

An hon. MEMBER: We cannot hear back here.

Mr. STEER: —that those changes in policy are a contravention of the law and a breach of the fundamental duty of a branch of Government to see that the promises of the Crown are kept.

At the outset let me say that the gravamen of the complaint of the people I represent is that the crown commencing in 1887, and thereafter for more than 50 years—I think it is 71 years—caused certain park lands to be subdivided into lots and leased to Canadian citizens in perpetuity and the leases were for the following purpose:

“for the construction of buildings for purposes of ordinary habitation—and we all know what that means—and for purposes of trade and industry and for the accommodation of persons resorting to the parks.”

The Department in charge of the parks now refuses to renew these leases in the terms in which the Crown promised to renew them, and the Department is proposing to do this without the authority of any Act of Parliament. It asks the citizens holding these rights against the Crown to surrender them voluntarily because it has been decided within the Department that the officials think that

fundamental changes in policy are necessary to ensure that the purpose of the establishment of the National Parks system for Canada shall be carried into effect.

The statement of that purpose has been read to you this morning from the Act of 1930, and I will not repeat it. It is for the benefit, education and enjoyment of the people of Canada, and the emphasis that is laid now on those words is that it is for all the people of Canada. In other words, every individual in Canada is to have the same advantage as those people who are in the parks, and there is nothing to preclude it. If any person from any part of Canada wants to take advantage of the privileges that are enjoyed by the people in these parks there is no reason why they should not do it. But, as has been indicated, the rights in question had their origin not in that Act of 1930, but they had their origin almost 50 years before that. They had their origin in, first of all, the simple statement in the Act of 1887 that they were to be for the benefit, advantage, enjoyment of the people of Canada, and we have a similar statement in the Act of 1911 to the effect that they were to be enjoyed as public parks and pleasure grounds for the benefit, advantage and enjoyment of the people of Canada.

Let me point out that it was under those two Acts of 1887 and 1911 that most of the rights were created which are now placed in jeopardy by what we contend are activities of the Department which are quite unauthorized by any law.

I would like to call your attention further to what the government in those early days considered to be involved in the statutory statements which I have read to you. That policy was to be carried into effect by regulations. The Lieutenant Governor in Council was given power to make such regulations. Under the act of 1887 it was provided that the park—and this had reference only to the Banff Rocky Mountains Park, as it was known in those days—was to be under the control and management of the Minister of the Interior, and by section 1 of the statute he was given power to make regulations using the language which I have previously emphasized, namely, that leases of lots within the parks were to be granted for ordinary habitation and for purposes of trade and industry, and for the accommodation of persons resorting to the parks. And I call your attention to the disjunctive nature of those phrases. Certainly those people contemplated in passing those regulations that people were going to have the privilege of obtaining sites and building buildings both for ordinary habitation and for the purposes of carrying on trade and industry. All subsequent regulations are to the same effect up until, I think, the repeal of the 1911 act which took place only in 1949. The regulations of June, 1909, used the same language to which I have referred, namely, for purposes of ordinary habitation and purposes of industry and trade.

In the 1911 act, which replaced the 1887 act and became applicable to all the parks in Canada which had been organized in the meantime, again that language was used—for ordinary habitation and for the purposes of industry and trade. And it was under the act of 1887 and the act of 1911 that the greater number of leases to which I shall have to refer were issued by the Crown.

Then we come to the act of 1930, and section 7 of that Act empowers the Lieutenant Governor in Council to make regulations for the granting of leases in

townsites for the purpose of resident and trade. I shall have occasion in a moment to refer to that language. Section 9 of this Act continues in force the regulations under the 1911 Act, and they remained in force until the Act of 1911 was repealed. The Department continued to act on the 1911 regulations even after the 1949 repeal of that 1911 Act. Despite the enactment of the act of 1930, that 1911 act was not repealed until 1949, and the Crown continued to issue these leases in perpetuity until—I have seen a lease of 1957 and I think they were issued up until the year 1958.

I said I would speak of the different wording of the 1930 act. Section 7 uses the words "the granting of leases for lots in townsites for the purpose of residence and trade". Now, that is conjunctive. The old wording was disjunctive—"for the construction of buildings for ordinary habitation and purposes of trade and industry." Now, it is apparent that if the Department had wished to put a more restrictive construction on their power to make these leases in 1930 under the wording of that section 7 they might have done so. Instead of doing that, the act of 1911 was not repealed, the regulations under the 1911 act were not repealed, and the Department continued, as I say, to issue these leases in the form which now it is proposed to do away with until 1958.

Now let me look for a moment at the regulations that were made in 1913. Section 64 of those regulations—and this is all quoted in detail in the brief that has been filed—gave to the Department the right to make regulations for the leases for summer resort lots, and these leases were to be granted for a period of 42 years, renewable in like periods, subject to a rental that was to be adjusted from time to time. Indicating what the Crown had in mind at that time is this provision in the regulations: that before a lease is issued in favour of any applicant he be required to execute an agreement to spend a certain amount of money in the building of a building—for ordinary habitation and purposes of trade, we take it—and that until that building has been constructed in accordance with plans approved by the Crown he is not to get a lease, and when he does get a lease he gets one of these so-called perpetual leases.

Section 75 of these regulations deals with commercial leases and it, too, provides that he has to build a building in accordance with plans approved before he gets a lease. Now, what are the terms of these leases that were then issued? According to the regulations it is to be for a term of 42 years renewable for like terms as in the lease provided, and so on forever, and in some cases the wording used is "renewable in perpetuity" with the promise of the Crown behind it.

The lease expressly provides that if 6 months notice is given prior to the expiration of the lease a renewal lease for a second term of 42 years will be granted in exactly the same terms, except as to rent, as in the original lease. And then to make assurance doubly sure, I will read you a paragraph from a lease:

It being the true intent and meaning of these presents that at the end of the hereby granted term of forty-two years and also at the end of every renewal term of forty-two years, so to be granted as aforesaid, and upon the observance and fulfilment of, and compliance with the like requirements as are hereinbefore provided with respect to such first and second renewals, there shall be granted a further renewal term or lease of the



said demised premises, containing the like stipulations, terms and conditions, and at a rent fixed or determined, as are hereinbefore respectively provided, and so on forever.

The only qualifications attached to the leases are that the terms and the conditions of the lease being renewed must have been complied with, and that no assignment is valid without the Minister's consent. Now, with regard to that provision as to assignment, I should like to observe that such clauses as this requiring consent of the landlord in leases are normally inserted so that the landlord can be satisfied with the character of the new tenant whom he is going to have, and it is usual to do what was not done in these leases, to insert a clause to the effect that that consent will not be unreasonably withheld.

What is being done by the department is to take advantage of this clause in the lease to destroy in large measure the value of these leases which were issued as I have indicated by saying, we will not approve of this assignment unless your assignee is willing to take a lease for 42 years, or perhaps 42 plus 21 years, but terminable at the end of that time. And it is obvious that the value of the property which the subject has obtained on the promise of the Crown is largely nullified by such a provision. We are not, however, without some consolation here, because the Alberta legislature passed an act in 1917 to the effect that if the Minister of the Interior chose to register under the Land Titles Act plans of subdivision with regard to these leases they were to be accepted for registration under the Alberta Land Titles Act. Following this enactment the Government of Canada has filed in the Alberta land registration districts hundreds of plans of subdivision under which people holding these leases were able to register them at the land titles office.

There is the constitutional question whether the titles that have been issued under this Land Titles Act of ours by the cooperation of the Department of the Interior of Canada and the legislature of Alberta can be impeached. If they can be impeached it can only be by an act of parliament, and it cannot be, as I respectfully submit, by any ministerial action of any department of government. I will go further and say that there are some lawyers—and I think I am among them—who say that even the parliament of Canada, having cooperated with the Alberta legislature in having those titles issued, cannot impeach them even by an act of parliament. That is one of the grave constitutional questions that is going to be raised as well as the question of whether a minister can interfere with these rights without an act of parliament.

That is the legal position, and we submit that no sound reason exists—certainly none has been put forward—that would convince reasonable men that these vested rights of leaseholders should be interfered with. If I am wrong in that and there is a matter of Canadian public interest involved, then we say that the only authority that can give effect to that public interest is the parliament of Canada, and we are satisfied that that will be done on fair terms. We are also satisfied that the proposals of this department do not involve fair terms to the people who have the rights which I have summarized.

I will not attempt to define what we understand to be the policy of the department. I have summarized in the main brief a good many statements from a good many places and if you read all those documents I think you will find it



pretty difficult to extract any definite policy. The statements, in my respectful submission, are full of inconsistencies and contradictions, but I would like to call attention to two or three points that can be gathered. The first of them is that it is the stated policy of the department that private initiative should provide accommodation for visitors to the parks. I take it that we are all agreed that the parks are here to attract visitors, not only Canadians but tourists from all over the world, and they do resort to these parks. The second point they emphasize is that new residential leases will be granted only to those who provide services to park visitors. And then they make the astonishing statement—astonishing in view of their attitude towards these leases—that the only remedy available to the government with regard to perpetual leases is the strict control of transfers of the leases, that is by taking advantage of this assignment clause or, in some instances, the acquisition of the property. But in spite of the admission that they can not interfere with the covenant of the Crown in assuring to the holders these perpetual leases, there is a further statement that at the end of their 42-year term a lease for 42 years without commitment for renewal will be offered with compensation for improvements only in the case of residential leases, but none whatever with regard to commercial leases, and in neither case compensation for the rights in land that are being taken away.

It does not need a lawyer to know that if I have a perpetual lease I have virtually a fee simple in that land, subject to these conditions readily complied with and subject to an honest application of this provision with regard to assignment of leases. Now, what happens? A man who owns one of these perpetual leases—and this has been going on for quite some time now, because a great number of them were issued in 1924—applies for a renewal, and he specifies that he wants a renewal in the same terms as the lease which he is giving up. And what does this department do? They send him out a lease for 42 years terminable at the end of the 42-year period, providing, it is true, for compensation of the improvements. And then the holder of the lease writes back and says: This is not what I am entitled to in accordance with the promise of the Crown. I am entitled to a lease in the same terms as the one I gave up. And in answer to that statement, this department writes the holder of this lease to this effect.

“I refer to my letter of August 18th, 1966, concerning the renewal of lease of the above mentioned lot.”

That is the letter that says he is to get this 42 years without renewal privilege and he has received a letter saying we will not take it, and he says:

“I refer to my letter of October 18th, 1966, concerning the renewal of lease of the above mentioned lot.

I am now advised by my Head Office that since the terms of the renewal lease are not acceptable to so and so, that this lessee is now considered an “overholding tenant” and as such is required to continue to observe all the terms, conditions and covenants of the expired lease which includes the payment of land rental, and garbage collection.”

That is signed by the superintendent of the park on the instructions of his head office. He is considered an overholding tenant and we all know that an overholding tenant can be evicted on a year's notice. So what the department is contend-

ing is that people who have applied for renewal of leases to which they are by law entitled are to be regarded as overholding tenants, they are not to be given their renewals, and they may be evicted without compensation of any sort at the end of a year.

I cannot believe that the legal advisers of the department can possibly have contended that these people who have applied for rights to which they are entitled by virtue of Crown promises and have been refused those rights can be regarded as overholding tenants. That letter is nothing but an attempt to intimidate—and I think a stronger word might be used—the recipient into accepting what he is offered in lieu of that to which he is rightfully entitled.

I should like to consider for a moment the question of whether any sound reason exists why these legal rights should be abrogated in the manner proposed. In his speech in the House of Commons on September 18, 1964, and the brochure that was issued following it, the minister in charge of the parks emphasized first that the parks were for the benefit, education and enjoyment of all the people of Canada; that in the parks there would be three zones; a wilderness zone, areas accessible to roadways where the natural surroundings in their virgin state may be enjoyed, and visitor service centres. I think we all accept those objectives as desirable and we say further that they exist today, and can be promoted without the proposed cutting down of the legal rights of citizens relying on Crown covenants. What is the position today? The area of the parks in Alberta and British Columbia is some eighty-seven hundred odd miles. I think it was stated to be 8,713 square miles this morning and I am not sure what the figure is. It is something over 8,000 square miles. The area occupied by leaseholders and by holders of licenses of occupation, highways and railway rights of way is less than 5 square miles in Jasper Park and less than 30 square miles in Banff park, and if you add all those areas together in these three Alberta parks you have left, as wilderness, around 7,000 square miles. My suggestion is that that 7,000 square miles ought to be sufficient accommodation for all the bird watchers in Canada, let alone Alberta.

The location of and plans for all buildings in the parks were approved by the department, and leases were not granted and will not be granted until the buildings are erected. No addition can be made to any building except with departmental approval. The acquisition of leasehold rights in townsites and summer resort lots under discussion results from the policy of the government of Canada followed over the period 1877 to at least 1958. That policy was such that citizens were permitted to acquire lots, quoting the early language, "for ordinary habitation and purposes of trade and industry." The rights are embodied in the leases granted by the Crown, the terms of which it is now proposed to alter by ministerial action, and we say that there is no reason for it.

You have heard and will hear from the holders of commercial leases how development has been held up because the persons providing mercantile and accommodation services proposing to expand their business premises could not be assured of what they regard as sufficient security of tenure. No one will question the fact that given such security of tenure all the mercantile and accommodation service required in the parks will be provided, and we are facing here one of the fundamental issues in this controversy, namely, whether these services are going to be provided by private enterprise, or whether any necessity

is shown for the government of Canada to take over and administer all these business services in the parks. I suggest that we have not yet got to that stage where we want to build up a socialistic economy even in the parks, let alone in the rest of Canada.

Nobody will question that should the public interest demand that renewal of such commercial leases in their original form should not be granted, the holders will be content that their rights should be taken from them if they are legally taken from them, but they cannot conceive that parliament will do this except with fair and full compensation, and that full and fair compensation should embrace not only the value of their improvements but also compensation for what is practically the fee simple of the land. In other words, expropriation should take place for these properties as though the leaseholders had an inalienable interest in the land itself. What is now proposed, of course, is that the rights of these commercial leaseholders be cut off at the end of a fixed term without any compensation whatsoever.

I believe that I can say for all the people who hold these leases that they will willingly abide by the decision of the parliament of Canada—we cannot do anything else—if they say—and I think they can not say it—that the public interest demands a government ownership system in these parks. Then if they will fairly compensate the people who are in the parks and who have lived their lives here and spent their money here in accordance with the promises of the Crown these people are willing to abide by the decision of parliament.

We have a bill of rights in this country and it is being enacted as a part of the constitution of Canada. I am not sure whether it has been done or not, but I take it it will be done, and that bill or rights says that the right of the individual to life, liberty, security of the person and enjoyment of property, and the right not to be deprived thereof except by the due process of law, is to be preserved to all Canadian citizens.

The holders of these leases in perpetual form, whether for commercial or residential purposes, submit as emphatically as it can be stated that no good reason has been shown to this day why the covenants of the Crown with them should not be honoured. We say the reverse is true. It is the submission of the parties that the groundwork for a modern parks policy has already been laid in that there exists, at least in the Alberta parks, the different types of accommodation that may be required by visitors to the parks; luxury accommodation as in the Banff Springs and Jasper Park Lodge hotels; less expensive hotel accommodation; still less expensive motels and auto courts; camp sites; the necessary ancillary stores and services to supply the needs of the various types of visitor all conveniently located. They are located along the highways and railways which traverse the parks and which are a permanent fixture in those parks and where, in the opinion of the parties I represent, they should be located.

There are also various types of accommodation—chalets—off the beaten track constructed to serve particular needs of particular types of visitors—for example, those in search of solitude. And those people have not been treated in the same way as the others, and in the opinion of the parties to this presentation they should be treated in exactly the same way and given the same type of security of tenure. It is common ground that these present facilities cannot accommodate all the people who wish to visit the parks. The parties are confident



that the necessary expansion will be provided by private enterprise provided only those undertaking it are assured of security of tenure and fair terms in their contracts with the Crown.

The citizens of Canada whom I represent have stated their agreement with the recent statements of park policy. They say, however, that every one of the objectives stated can be attained within the framework of existing statutes and regulations. They say that there is no occasion to resort to government ownership to provide for visitor services within the parks provided the Crown's covenants are honoured and provided that applications for extensions of premises and the leases of lands for new buildings are issued on fair terms. And they say that in the case of perpetual leases to refuse to renew them in the way that I have described and, in the case of a 42-year term certain with the improvements reverting to the Crown at the end of the term, are not fair terms.

What are fair terms in such a situation were arrived at in the United States—and I do not say that everything in the United States should be copied by us, but I say here that they had a controversy lasting over many many years, as to how situations similar to our national parks should be handled. And they came up with a law in October of 1965, which in our submission deserves the very careful attention of the Parliament of Canada when they are deciding what is to be done with regard to these parks. I have attached to the brief a copy of that Act. I have dealt in a general way in the brief with the impact of the changes and policy on the tourist industry. You have heard others with regard to that and I need not say anything further about it. But I would ask you to consider the view of the Alberta and Canadian Chambers of Commerce, and some of what I have to say to you in this way.

Ordinary habitation, that is to say, residence in the parks and trade within the parks were clear objectives of park policy from its inception in 1887 to 1958.

The regulations under the Acts of 1887, 1911 and 1930 all sanctioned the granting of these perpetual leases.

The rights granted by those leases can be abrogated only by Parliament if indeed they can be so abrogated in the cases where titles have been obtained under the Alberta Land Titles Act.

There is no necessity that Parliament should act since the rights of the leaseholders are in no way inimical to park policy.

On the contrary they to many minds are a necessary part of that policy if what is aimed at is the efficient service of all kinds of visitors.

And we contend this. We contend that it is beneath the dignity of a department of the government of Canada to attempt to persuade leaseholders to accept something less than the full rights to which they are entitled except after calling their specific attention to what those rights are. And I know of cases where these rights have been surrendered without the knowledge of the leaseholders of what was going. On the contrary, we would expect from a department of government on the application for a renewal, the applicant should freely and frankly be given that to which he is entitled. And an effort should not be made to intimidate him by telling him that if he does not do what the department tells him as a good boy he ought to do, that he ought to be regarded as an overholding



tenant. The department, in our submission, should restore to those people who have surrendered these valuable rights by inadvertence, that to which they were legally entitled at the time they surrendered their rights.

With regard to new leases, it should grant those as circumstances require but with assurance to the leaseholder.

that at the end of the term he should have the first right of refusal of a new lease on such terms as the Crown is willing to grant to anyone else;

that if the Crown is unwilling to lease the premises the leaseholder will receive compensation for improvements on the basis of replacement cost less all observed depreciation;

And if it involves one of these perpetual leases, fair compensation must be taken into account the value of the rights of the land of which he is being deprived.

Leases of the same kind should be issued to all persons providing visitor services whether they operate in townsites or outlying areas such as I described where people like to go in order to get solitude.

The government should permit the assignment of leases to persons whose character or whose ability to render the required services are satisfactory. And they should not attempt to compel the acceptance of a new lease by a refusal of an assignment to a proper person. And that in no case should property of a subject be taken except with fair and just compensation.

It is our submission that if it be found after careful study of the situation that the changes proposed are necessary in the public interest, your committee should conclude that such changes should be brought about by Statute. And that is done, we are satisfied to rely on the infallible justice of the Crown to give compensation—full and fair compensation—to those whose rights have been impaired or taken away.

The CHAIRMAN: Gentlemen, on your behalf I wish to extend to Mr. Steer the appreciation of the committee for a most powerful presentation. Thank you Mr. Steer.

Gentlemen, before we proceed to the next order of business, I wish to recognize Mr. Eldon Woolliams who is a member of the committee, and also in whose constituency happily we are meeting here, I believe in the best section of his constituency. Mr. Eldon Woolliams will you please stand up.

Mr. WOOLLIAMS: Thank you very much Mr. Chairman.

The CHAIRMAN: Gentlemen—

Mr. LIND: Mr. Chairman, before we leave this, and with all due respect to Mr. Steer—

The CHAIRMAN: We cannot hear you Mr. Lind.

Mr. LIND: Mr. Chairman, in all due respect to Mr. Steer and his brief, which I think is an excellent brief, I think that we should draw some points out to leave the record clear and everything. He mentions on page 7 up in 1958, and on page 17 up until 1958. But he fails to deal with the situation that happened in 1958 when the government of the day imposed a moratorium on lease actions. And then again, by Order in Council, implemented in 1963, under Order in Council P.C. 1958-1100 August 7th in 1958, a review of all these leases. And, I would for

one like to hear his version of this Order in Council, which was not by any act of parliament, but an act of the executive body, and see if this is not why the department may be carrying out some of these new lease requirements as laid down under this Order in Council.

The CHAIRMAN: Mr. Lind, I suggest that any observation that any member of the committee may wish to present, that we should do it later after we hear all the presentation. Unless the committee agrees to have questioning of the witness at this time. Is it agreed that we proceed in the orderly manner with which we agreed last night?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Thank you. Now, gentlemen we have here Mr. Rolf Pallatt, of Rocky Mountain Ramblers Association representing the Wild Life Camping group. He would like to be heard today as it is the only time he has at his disposal. Is it agreed that we hear Mr. Pallat?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: You may proceed Mr. Pallat.

Mr. ROLF PALLAT (*Chairman, Rocky Mountain Ramblers Association*):

Mr. Chairman, Members of the committee, ladies and gentlemen. I am the chairman of the Rocky Mountain Ramblers Association, and this association is an organization concerned with hiking, camping and skiing within the National Parks and elsewhere. We consider it our responsibility to foster a greater appreciation, use and knowledge of the countryside in general, and to assist in its preservation. We recognize the increasing demand by the public for use of the National Parks and we wish to see the impact lessened by planned development of tourist facilities and access roads.

Our club makes extensive use of the National Parks throughout the year. In the summer we not only use Park camp grounds but also use camping permits for overnight stays in remote areas. Our tent camping may start in early April and last until November, both dates being well outside the normal tourist season. In mid-winter we make use of a number of cabins in the Parks, for example the Youth Hostel Cabins, or the Shadaw Lake Cabin, for overnight skiing trips. The fact that our membership has increased rapidly during the last few years, emphasizes the point that there is a growing demand for organizations of our type, by active people in all groups who appreciate the serenity afforded by the wilderness areas of the National Parks.

We agree in principle with the National Parks Policy as laid down in this booklet and with the winter recreation and Management Policy and Development program for winter recreation and the National Parks as laid down in this brochure of March 1965.

I want to emphasize that we agree in principle with the National Parks Policy as laid down here. We think, I might add right here, that the conditions have changed considerably since 1885, and the population of Canada has increased about three times since then, and there have to be safeguards to adapt to these present conditions. And I think these safeguards have been admirably stated in this policy.

We would like to make a few positive suggestions in addition to this policy, and we would like to emphasize the following points as regards Trails. Since we are of the opinion that we can best enjoy nature by exploring it on foot, and that would, constitute the least impairment of the wilderness we would like to see the present foot trails expanded and improved. For example:

Trail from Boom Lake to Consolation Lakes—Banff Park

Trail to Fortress Lake—Jasper Park

More highline trails opening up new areas such as Elysium Pass in Jasper Park being made similar to the network of trails in Lake O'Hara and Little Yoho areas.

Also the network of trails in Modern Park would be a good example of how things should be done. In general, we would like to see trails which will make Alpine scenery more accessible. Also as mountain climbing is becoming more popular, trails to the foot of some mountains should be available.

Now, with respect to ski touring. Our organization fosters ski touring and we would like to see this type of skiing greatly expanded and encouraged in the Parks. In this way people may enjoy the parks in the winter season. We find at present skiers do not go touring due to the fact there is a lack of marked trails and shelters for rest and warmth. We would like to see a series of cabins established in various parts of the Parks where cross country ski tours can be made over a period of several days. Trails through forested areas should be marked to be used as ski trails.

Our group finds glacier skiing is of the best type and this could be encouraged by the erection of igloo type shelters near the glaciers.

Now, with shelters in particular. We are in favour of the erection of shelters in such areas as remote lakes and mountain passes where hikers can shelter from storms or stay over night in case of emergency.

Existing shelters such as the one between Fairview Mountain and Saddle Mountain, in the Lake Louise area have been found very helpful, although this one is in poor condition.

The trails should be better marked. Simple signs should be erected at all trail junctions.

The general public is not aware of the available trails and we would like to see a comprehensive guide book with complete maps, published, similar to that published in Glacier Park, Montana.

In conclusion, the Rocky Mountain Ramblers suggest that the Federal Government enlarge the present park system where possible. For our present population the National Parks may appear to be adequate, but this situation is only temporary.

Thank you gentlemen.

The CHAIRMAN: Thank you Mr. Pallatt. Now gentleman last night we decided after having heard all the submissions presented by the various associations, that we would question the witnesses. One representative from each organization which had presented briefs to us. Now the organizations which have made submissions are the Citizen's Association by Senator Cameron. The Banff



Chamber of Commerce by Mr. Roberge. The Banff School Board by Mr. Alexander Forbes. The Welfare Council by Reverend Firth. The Calgary Bird Club by Mr. John Price. The Action Committee on National Parks by Mr. Harris, and Miss Karen Beder; the Alpine Club of Canada, and Mr. Mills. Of course we heard Mr. Steer, and Mr. Rolf Pallatt has just finished his submission. Mr. Claude Brewster and Mr. Eldon Walls of the Banff-Lake Louise Chamber of Commerce. We heard Mr. Hugh Craig, president of Waterton Lakes Chamber of Commerce who appeared before us in Ottawa and who was questioned there for a period. And now is Senator Cameron in the audience? Members of the committee who wish to question Senator Cameron please indicate. Would you like to hear Mr. Roberge? Is Mr. Roberge in the audience? Please speak into the microphone Mr. Kindt.

Mr. KINDT: Is Mr. Cameron present?

The CHAIRMAN: Mr. Cameron is available if you wish to question him. Do you wish to question Mr. Cameron on his brief?

Some hon. MEMBERS: Yes.

The CHAIRMAN: Senator Cameron. Now gentlemen, the Senator is ready to answer questions from any of the members. Please indicate those who wish to ask the first question first. Mr. Kindt.

Mr. KINDT: Mr. Chairman and Senator Cameron, we might just as well handle this either from the beginning or the end. And the last person who delivered a brief spoke of the Rocky Mountain Ramblers Association, the building of trails, overnight shelters, and so on, in order to make our national wilderness acceptable. Would it, in view of the brief which you have given, Senator Cameron, be considered that these activities, say on the parts of government or sponsored by the government's park officials, would it in any way destroy the wilderness of the park?

Senator CAMERON: Well Mr. Chairman, that would depend on how precise you want to spell out what you mean by "destroy the wilderness". It was said last night that any human venturing into the wilderness has some impairment and defect, but I do not take that extreme view very seriously. As a matter of fact, if you refer to the submission made by the Citizens' Association last night, we asked for exactly this kind of facility. In other words, I was very pleased to hear this last brief, because this is one of the things that can be provided for under the zoning policy laid down by the Parks, and this is where we are in complete agreement with the National Parks Policy.

Mr. KINDT: One other question Senator Cameron. In another brief we were told that we should not have roads into inaccessible areas, and that to walk in or to stay out entirely was the desired approach in order to preserve the wilderness of the Park. Now supposing there are many many people who are unable to walk and are unable to get into these outside places, should they be denied because roads and accessibility are not provided? Would making roads, making outlying spots that are beautiful, accessible by roads, in any way destroy the wilderness of the Park?

Senator CAMERON: Well I think that it is undoubtedly true that when you open up an area to the general public, it does impair to some extent. And here



you come into the position where you have got to reconcile the needs and the desires of the majority of the people. The great majority of the people want to see these places and they are not physically fit, or maybe they should be, to go and do it. But I think you take care of that matter to provide roads into beautiful spots, lakes, scenes and high country, but you also strictly zone areas where only trails will be permitted and the kind of shelters and that were asked for in the last brief. Now this can all be worked out under a proper zoning policy.

Mr. KINDT: One other question and that will be my final question. In other words, the first step, I take it from your brief, that there should be an adequate zoning policy implemented, and then on the basis of that to give security of tenure and other desirable factors, which your brief sets out.

Senator CAMERON: Well that is the view of the Banff Citizens' Association. I was just chairman of that committee, I was the spokesman. But this is a view, and a very strong view, of the Banff Citizens' Association.

The CHAIRMAN: Dr. Horner?

Mr. HORNER: I would like to ask Senator Cameron several questions. First of all I would like to ask a general question.

(Question not recorded)

Senator CAMERON: Is that your first question?

Mr. HORNER: Yes.

Senator CAMERON: Well here again you get into a matter of viewpoint. I think theoretically and in many cases, the public service can provide this as well private enterprise. But in fact I do not think it happens and it usually turns out that the provision of services by public bodies is more costly than ones done by private enterprise. There is a very good illustration of this in the City of Calgary right now. Some people want the city to take over Happy Valley, and the alderman had discussion about this the other night, and the price was \$500,000, and this very significant question was raised. If the City of Calgary bought Happy Valley and it ended up public recreation centre for the city, it would cost the city more to operate it, and the people would demand more service. Now this is the significant fact. If the public operates a facility of any kind, then the public feel they have a right to get all kinds of benefit from that service that they may not get if they were dealing with private enterprise. And I am sure the park citizens are the first people who would appreciate that. So I would say if private enterprise is given the opportunity, security of tenure and the opportunity to make a reasonable return on investment, they will provide the services and the Federal government does not need to get into this field. And I think our Citizens' Association maintain that the government of Canada, at the moment at any rate, has no mandate to go into the public housing in the National Parks, nor is there need of it.

Mr. HORNER: (Question not recorded).

Senator CAMERON: Mr. Chairman I think the Minister has answered that by saying—I just have not got the document in front of me—by saying the ultimate purpose is the elimination of all private leases. That can only mean that the government is going to take over everything in the park.

Mr. HORNER: (Question not recorded)

the size, because of the location, because of the National transportation facilities going through these parks. The parks of Jasper and Banff in particular, are a special consideration, deserve a special consideration. There is no comparison between the Parks here and Point Pelee in Ontario, or the park down in Confederate Island. Conditions are absolutely different, and we think that you have to apply a different yardstick. But again I would like to emphasize that the people who live in these parks want to have them controlled. They do not want them to uncontrol exploitation of the park.

Mr. HORNER: One further question. (Question not recorded)

Senator CAMERON: (Answer partially recorded) of the plans that you have just enunciated for the development of the Banff school are what you hope to achieve, you can have any co-operation and any assistance we can give you. I am happy to say that that has been the case up until very recently, but even recently—I would think and Mr. MacDonald is here, the assistant deputy minister and we disagree on some things, but it is a different point of view—they have expressed themselves as feeling that in the Minister's words, in one particular issue that came up, as one of the activities which we hope to expand in the Banff school was the establishment of a junior college and residential college. The Minister has said that this is an activity not in keeping with the purpose of the national park. I respect his point of view and this was made one of the criteria as to whether or not our lease would be confirmed or otherwise that we would give up any attempt to establish such a college. I believe that the governors of the University of Calgary, of which the Banff school is now a part, are just at the stage where we have pretty well worked out an agreement with the parks which is acceptable to both sides. I have gone over the agreement in the last few days and it comes to this. The parks people are concerned that this Banff school not be expanded into a full fledged university. We have no intention of expanding it into a full fledged university at the present time, but we do insist that this is a very vital, very important educational institution in Canada and it would be less than fair if I did not say that the parks officers have been very helpful to us up until recent times and this present difference of opinion arises from the different concept of the land use in the parks so that they have what we have. I think we are at the stage where we are just about ready to conclude an agreement which I think and hope will be mutually satisfactory.

An hon. MEMBER: Senator I have a supplementary. Do you feel that your school has in any way impaired the Banff National Park?

Senator CAMERON: Quite definitely, Mr. Chairman, I feel that it has become one of the great attractions in the Banff National Park.

Mr. ROXBURGH: On this new agreement that is being—(Balance of question not recorded).

Senator CAMERON: I can answer in this way, Mr. Chairman. We had certain blocks of land under lease. We had certain parcels of land under reservation. In other words the legalities of the lease had not been concluded. This land under reservation we anticipated would be adequate for our needs and we were very pleased when I think on December 7, 1964, I received a letter from the then

superintendent of the Banff National Park saying that he had received a communication from Ottawa which gave us more than we asked for, and it outlined a suggested perimeter of land which is approximately 41 acres. This was actually more than we asked for and I think that we are quite happy with this area of land. I think the only possible question in the matter—and this affects the government as well as the governors of the university—what about the future. Can any board or any Cabinet say that this is for all time. We have suggested that we accept this at the present time. The governors of the university accept this lease, we surrender the existing use that we have and get one master lease that makes good sense. This suggestion came from the parks and we were very happy to accept it. The only question we raise is when they say this must be the maximum for all time. As certainly as far as I can see, 41 acres gives us lots. In 100 years from now another group may feel something different and I say they can gamble on that themselves. We are content with what we got, it is more than we asked for.

The CHAIRMAN: Dr. Haidasz has a question and then Mr. Woolliams.

Mr. HAIDASZ: I have only a supplementary question, Mr. Chairman based on the question asked by Dr. Horner whether the Minister has said that the ultimate goal of his department is to get rid of private enterprise in the parks. I must say that this is a very questionable answer given by the Senator and certainly does not agree with the information I have received from the Minister's adviser and it certainly is not the trend at all that has occurred in the parks, because the accommodation in so far as room units and their value are concerned has progressively increased since 1963 when there were 240 room sites provided at a total of \$1.6 million in the western parks and in 1964 there were 273 room units at the value of \$2.24 million and in 1965, 600 room units at the value of \$4.1 million, were provided in the western national parks. This means that there is progress being made to entice the private enterprise as far as providing accommodation is concerned and that much is being done to meet the demands of the increased tourism in these parks.

The CHAIRMAN: Senator Cameron.

Senator CAMERON: Mr. Chairman, I do not want to impute to the Minister or anyone else something which he may not have said, but I think the reference has to do with the tenders called for the service centre at Lake Louise. I believe that tenders were called twice for the erection of a service centre specified by the parks. It is my understanding that no tenders have been accepted and that in a statement attributed to the Minister in the papers, he was supposed to have said that if private enterprise did not go ahead with the development at Lake Louise the government would. This is what I had in mind.

An hon. MEMBER: Mr. Chairman, I think Mr. MacDonald would like to comment on that. He is the Minister's adviser and he would be able to give us the full facts as far as the Lake Louise development is concerned.

An hon. MEMBER: Mr. Chairman, if Mr. MacDonald comments on this, then he is open for questioning by the rest of the members of the Committee.

The CHAIRMAN: Yes, absolutely.



Mr. MACDONALD: On the specific of lower Lake Louise, when the tender call produced no acceptable tender, the Minister gave an assurance which had a relationship to the entrepreneurs who were providing the greatly expanded ski complex on White Horn and Temple recently concluded, as well as commitments made earlier that if a private entrepreneur would not in the near term provide the facilities then the Crown would, in order to be sure that visitor accommodation would be available at lower Lake Louise within a certain time frame. I might say that this is not a precedent. There are a number of areas which are quite new. For example in Terra Nova, I think in Fundy, where we have found it necessary in order to assure a minimum visitor accommodation is available to the transient population coming through, to provide either bungalow camps or motel accommodation over and above the tent site accommodation that the department normally provides and the technique there is to build the structures, but to advertize the management and furnishing of the properties to private enterprise. I think this is what the Minister was referring to in the lower Lake Louise statement. We are not yet certain whether this will transpire, because at lower Lake Louise we have at least two major investors investigating and in discussions with us about the provision of facilities at lower Lake Louise.

Mr. WOOLLIAMS: I would like to ask a supplementary of Mr. MacDonald. I listened with interest to what he had to say about the Minister's position in this regard. I think under oath, Mr. Coleman, a director of the parks, in reference to a certain case was referred to in some newspaper clippings, particularly in the *Calgary Herald* in which Mr. Coleman said as early as 1961 and 1962 that the government likely would build those services. Therefore, they had anticipated and had some plans at that time. The question I would like to put to the deputy minister is this: The reason that there were no tenders in reference to the lower Lake Louise visitor centre is the fact that the security of tender of land is in such question that no one particular people who supply capital is prepared to supply capital to free entrepreneurs and therefore the government may come in, because there is a lack of security of tender or no security of title as dealt by Mr. Steer, Q.C. this morning. I would like to hear him make a comment on that if that is not the reason why they did not get the tenders that they asked for.

Mr. MACDONALD: Mr. Woolliams and Mr. Chairman, we do not believe that to be so and I could elaborate on that.

None of the major investors who have discussed with us—and I repeat one—the possibility of investing in lower Lake Louise has raised the problem of security of tender. In their judgment by normal prudent sophisticated investment, 40 years is about double the time required to recapture one's investments on normal accounting principles as well as double the provision provided under the income tax for write-off. To illustrate that point further, I would like to point out, as the Minister has announced,—and I will go back to the lower Lake Louise to make the point—that what they have raised have been the questions of market studies as to the volume of visitors they could anticipate at lower Lake Louise in competition with Banff. In other words, it is a balance of judgment here as to the viability of the site in terms of whether this is the right year or whether it is a year or two too early, which is a fair problem of investment. Conversely, I would point out that at Jasper we have, through resurvey, in the last year and one half, provided four additional motel sites. Every one of these



sites was taken up after advertisement on the basis of the new lease terms. When we advertised these in 1961, we got no takers whatsoever on the old lease terms.

Mr. WOOLLIAMS: I would just like to ask a further question on that, and I would remind the deputy minister again that Mr. Coleman gave evidence in reference to certain expropriation proceedings, and he was under oath at that time in the court proceedings. He admitted at that time that either in 1961 or 1962 that the government, or the department had the plans of having the government enter into those enterprises. I can hardly believe that any administration, or any government, would plan to invest \$5 million—and as I understand it, Mr. Coleman under oath, stated that they have invested over \$1½ million—without knowing or having the plans for the future that they are five or six years ahead of the time. In other words, you have invested \$1.5 million and you are about to invest a total of \$5 million and now you say “well maybe we are ahead of the time by five years.” I can hardly believe that that is the real reason that the department is giving now to the tenders that were not accepted. I might remind the deputy minister that if he wishes to discuss with conventional mortgage companies any of them in Canada who would put forward money or even the Industrial Bank of Canada, he will find what I say to be the truth.

Mr. MACDONALD: Mr. Woolliams, I have discussed this with the Industrial Development Bank, with mortgage lenders and I think Mr. Haidasz has read out the figures that in fact investors are coming forward. For example, investors recently financed two complete new apartment buildings in Jasper, on the basis of the 42 year fixed term, non-renewable assets reverting to the Crown term, without any problem at all. The point here at issue is whether or not the term of the lease offered is sufficiently in excess of the life of the assets in terms of depreciation and in terms of the recovery of mortgage money. The mortgage term seldom exceeds 30 and very rarely indeed exceeds 35 years, therefore, from their point of view they have advised us that 42 years is an adequate period and they will and do lend on such leases.

Mr. ROXBURGH: I have a supplementary on that. Would the Minister put it in dollars and cents what those four leases which were taken up recently and would he give us the dollars and cents value of those four leases.

Mr. MACDONALD: If my memory serves me correctly, Mr. Roxburgh, the value of the accommodation that will be put in place on those sites, I think is approximately in the order of \$4 million.

The CHAIRMAN: Mr. Tucker.

Mr. TUCKER: Mr. Chairman, in the submission presented on behalf of the Banff National Park Citizens Association last evening—

Mr. WOOLLIAMS: Is this a supplementary, Mr. Chairman, because I asked a supplementary, but I had not planned on asking it. I have some questions on the brief.

Mr. TUCKER: This is a supplementary.

The CHAIRMAN: Is this a supplementary, Mr. Tucker, on the same question?

Mr. TUCKER: Yes. Last night Senator Cameron said and I quote:

One only has to look at the situation with respect to the proposed visitor service centre at Lake Louise, where the government has on one or

two occasions called for tenders to erect tourist accommodation and has found no takers.

Do I understand from Mr. MacDonald that there were firms or individuals who did show an interest or made inquiries regarding the tender and decided not to take?

Mr. MACDONALD: That is right. We received one proposal which was unacceptable as a term, two others were in negotiation and one has raised a requirement which we do not believe to be acceptable for example, the confinement of future development almost exclusively to that area which would be to the disadvantage of Banff townsite and we could not agree to that. Two other major investors are still having their architects looking at the site in terms of its scenic values and we do not know yet what they are going to come up with.

Mr. TUCKER: There were three in all.

Mr. MACDONALD: There have been at least three, yes.

The CHAIRMAN: Mr. Woolliams, do you wish to question Senator Cameron or Mr. MacDonald?

Mr. WOOLLIAMS: I would like to question Senator Cameron.

Senator CAMERON: May I just interject, Mr. Chairman, in connection with Mr. MacDonald's answer about the Lake Louise question. Let me emphasize again that I do not want to attribute statements to the Minister or the deputy or anyone else that are not fact, about the statement about Lake Louise that if the private enterprise did not do it, the government would. Along with that and the importance of this meeting is underlined by this. When the government says that lease holder, a private lease that at the end of the 40 year term, these will become Crown rental units. Maybe there is some misunderstanding here. The Crown rental units mean to me units that the government offer to rent back to the man who built them. Let me clarify this because there is a lot of misunderstanding about it.

Mr. MACDONALD: May I have permission of the Committee, because this is a very critical point. The policy that the Minister has enunciated with respect to private enterprise on the commercial side is as follows: Firstly, new entrants are being offered a maximum of 42 years. There are some situations where in fact a lesser term seems to be commercial and that is a matter of negotiation with the entrants, either by bid or by negotiation, but in any event, the policy is that the lease will terminate at the end of 42 years and the structures revert to the land, which in turn is public land. The Minister has additionally said that the value of continuity in well run businesses in the national parks to the visitor is recognized, and the operator of a well run business, at the expiry of the 42 year peak term, will be offered the continued management of the enterprise for a further 10 year term on mutually agreeable terms. At the end of that period, the Minister has also indicated that again on the condition that the business is well managed and providing a useful service to the visitor, that the successful entrepreneur would have first refusal of further continued operation of the business on—I think the words have been used—the basis of full effective control and in a profit making position. Therefore in that sense it would not be a

Crown rental unit, but what are referred to here and in the United States parks to concessionaires. If I may illustrate that. A motel at the end of the 42 year period, where these have been bid in this fashion, the physical bricks and mortar would become in effect one with the land, which is public land. It is not the intention or the desire of the government or the department to operate that hotel. If that was a well run hotel, the policy states that the existing operator would then be granted a management concession for 10 years on a percentage of gross basis mutually agreed in which he would be responsible for the continued furnishing or the refurbishing of the hotel and its operation. At the end of that 10 year period he would have to match the better or best offer on any proposals that were called if proposals were called for further management. The only condition being that it is a well run, well maintained business providing a useful service to the park. I think Senator Cameron that that briefly is the policy that has been stated with respect to private enterprise. It is designed to continue private enterprise even if the ownership for the bricks and mortar, along with the land, are in the Crown's name.

The CHAIRMAN: Mr. Dinsdale. I am sorry, Mr. Woolliams.

Mr. WOOLLIAMS: Before I start my questions to Senator Cameron, in reference to the Deputy Minister's statement, I might bring to his attention at this stage and it might be a good time to put it on record that the meeting I am referring to is the meeting of the Chamber of Commerce at Lake Louise, which was the Chamber of Commerce of the Banff National Park in which Mr. Coleman the then director of the National Parks of Canada and has agreed that that statement was made—agreed that the leases in reference to that property would be 42 year leases, with a 21 year renewal, and of course the question of compensation. I think the Senator has put his finger on the problem and I am going to come to those questions that there seems to be so many changes in policy from year to year that a person investing money—ever if he has some assurance that he might get another 10 years after 42 years—he is at the whims and wishes of administrative people or even people in Parliament that might change their plans or ideas as we have in the past and that has caused some problem in being able to raise money. The question I would like to put to the Senator and I was quite impressed with this phase of it, because I think this has been one of the main problems that affects, not only leases, but the whole tone of administration in the Banff National Park and I want to emphasize the western parks are in a little different position than the other parks in Canada. I want to refer to page 10 of the Citizens brief where it says:

Here I would like to say, on behalf of the citizens, that while there is a resident superintendent in the parks who ostensibly is there to deal with the problems of the people, in practice, all of the decisions are made by the people in Ottawa.

I want to stop there, because that has been one complaint I have had as a member of Parliament for this constituency for a number of years, almost 10 that people say even the smallest decisions have to be made by people in Ottawa. Actually the superintendent, although he is a superintendent here and then we have the western division, by the time you funnel all this through to Ottawa there is so much delay. I wonder if the Senator would point out some of the



smaller decisions that have to be cleared in Ottawa, together with some of the larger ones and what really is the problem, because people are looking for some local autonomy here, either through their superintendent or some degree of democracy.

Senator CAMERON: Mr. Chairman, this is one of the areas which has given concern to the citizens. They will go to the superintendents—and I would like to say here in fairness to the superintendents, that we have had some very good ones—but I know that they have felt that they cannot make decisions on their own, they must check with Ottawa to get these decisions backed. For example, we have had a request from the university to put in a survey school, for three weeks last summer, as one of the activities in the Banff school. We met with the dean of engineering, and the superintendent in my office and it was agreed that this would be a reasonable thing to do. It would not impair the parks in any way and the superintendent said: "No, I cannot give you an answer on that, I will have to check with Ottawa." The answer from Ottawa was a refusal. This is something not in keeping with the purpose of the national parks. That is one and it may be a fairly major one, because it is in conflict with the attitude the parks take toward what should be done here. There are numerous small details that come up and the superintendent will use this phrase, forward your application to me, I am just a post office, I will send it to Ottawa."

Mr. WOOLLIAMS: Yes, but in carrying that a little further when you go on in our brief you say:

Regardless of where the fault lies, the fact remains that the people living in the parks want some say in the formulation of policies which will affect their lives—

Several citizens have said to me that even if you want to change the colour of the soap, in the swimming places or the bath places, you almost have to write Ottawa and this has been the great problem. This has been one of the great faults and I think the Senator may agree with me that one of the great faults of this problem is that even when you get into a situation where someone wants to make a slight improvement to the property or some change, they write the superintendent and the superintendent has to send it to the western division and then it goes to Ottawa and there may be plans and there is a delay sometimes of six months to a year. The major complaint here is getting answers to inquiries of even small matters that affect business concerns, industries or property.

Senator CAMERON: This is true. You can make requests on matters dealing with development of property and the superintendent will refer it to Ottawa and it takes weeks or months to get a reply.

An hon. MEMBER: Mr. Chairman, is the superintendent of the park here to answer these complaints which Mr. Woolliams is making?

Mr. WOOLLIAMS: I would like to finish my question. If it is a point of order, I asked if the superintendent is here, well he may be here, but I am asking the Senator.



Mr. HADASZ: On a question of order, Mr. Chairman, since these complaints have been raised with the superintendent of the national park, I believe that if he is here, he should answer these complaints. I so move that the superintendent be called to answer these complaints. After all, these complaints were made to him.

Mr. TUCKER: I second the motion.

Mr. WOOLLIAMS: Could I speak to the point of order for a moment. I was asking the Senator a few questions which he knows and has knowledge of and he presented the citizens' brief. If we were to call the superintendent of parks, after all, he is in the employ of the department, and I would not think my good friend the doctor would not want to put a superintendent in the very sensitive position of having to criticize his supervisors or even criticize the parks in any respect in this regard, because I would think it might be difficult for his future promotions.

The CHAIRMAN: Gentlemen, I am going to adjourn the meeting at this point.

Mr. HADASZ: On a point of order, Mr. Chairman, I still believe that the superintendent should have the privilege of answering to these complaints. After all, these are complaints which have been referred to very frequently. If he is here, he should answer them.

An hon. MEMBER: I disagree completely, Mr. Chairman, because this does not refer to one superintendent. This refers to a series of superintendents both in Jasper and in Banff and the problem is not against the superintendent, the problem rises higher than that in the department in Ottawa. Mr. MacDonald should be answering, not the superintendent.

Mr. MACDONALD: Mr. Chairman, may I just say one word. We are in the position administratively where we have a new town manager, who has been here two months or something like that. We have a new superintendent who has been here less than that therefore, as far as the local offices are concerned—and they are good people—they are not familiar with this background. The superintendent who was here is now down in Halifax.

The CHAIRMAN: Gentlemen, I shall reserve the decision of whether the motion is in order or not after lunch. We will now adjourn as guests of Senator Cameron and his associates.

• (12.01 p.m.)

#### AFTERNOON SITTING

• (2.08 p.m.)

The CHAIRMAN: Order please. We will now commence our proceedings. Prior to the adjournment for lunch, we were entertaining a resolution moved by Dr. Haidasz and seconded by Mr. Tucker to the effect that the superintendent of the parks be summoned for questioning. Now inasmuch as the superintendent has not been on the job very long, and is not here, perhaps the Committee may wish to have Mr. MacDonald answer any questions and after which we should proceed

with the hearing of other briefs of people who have presented them and wish to read them to the Committee. What are the wishes of members of the Committee?

Mr. WOOLLIAMS: Mr. Chairman, I would like to see them go ahead with their briefs, because I found out during the adjournment that many of the things we were going to ask are contained in the briefs. I would like to make that suggestion. They came here to be heard and I think they should be heard.

An hon. MEMBER: I sincerely agree on the point that we should hear—particularly from the individual briefs.

An hon. MEMBER: Mr. Chairman, I will be the seconder of that motion providing (passage not recorded) for the superintendent. As far as I am concerned, a superintendent is only a name even though he may be here for a year or may be here for a month, but when statements are made they are either true or not and I think that if the superintendents are not going to be asked then Mr. MacDonald should take the responsibility.

The CHAIRMAN: Do you agree?

An hon. MEMBER: We will hear the briefs first.

The CHAIRMAN: May I suggest that in order for you to decide that if we dispose of the question with Mr. MacDonald then we can proceed with the briefs. do not expect that it will be too long.

An hon. MEMBER: I would suggest that Mr. MacDonald be asked to handle any questions, and if he needs help, then call upon the people who are under him. I think that is a fair way.

The CHAIRMAN: The consensus of opinion is that we hear the brief first. We shall now hear from the Calgary Chamber of Commerce, Mr. Fred Scott, who in addition to the brief has slides to show.

Mr. FRED SCOTT (*Member of the Parks Committee, Calgary Chamber of Commerce*): Honourable Chairman and gentlemen. This brief is presented by the Calgary Chamber of Commerce, Parks Committee.

The City of Calgary lies 60 road miles east of the East gate of the Banff National Park. Its very proximity therefore gives to inhabitants of the City of Calgary a great interest in the National Parks and their administration. To a considerable extent the commercial activity within the National Parks reflects itself in the commercial life of the City of Calgary inasmuch as this City is the central supply point for the Banff and Lake Louise areas and commercial transactions made within the National Parks are reflected in bank clearings in the City of Calgary.

It must be assumed that the standing committee on Northern Affairs and National Resources has been called to Banff and Jasper to conduct hearings in view of an increasing conflict appearing within the Western National Parks.

In its simplest terms the protagonists appear to be those who desire to maintain the area within the National Parks boundaries in a natural or wilderness state, hereinafter called "the naturalists", and those who desire to create within the National Parks adequate recreational and accommodation facilities for the purpose of inducing more people to come and to stay within the National Parks, whom we shall call in this Brief "the recreationalists". All other points

and issues devolve directly from the basic incompatibility of the above two philosophies in their widest senses.

Clearly, so long as such conflict remains in existence there can be nothing but hard feelings, disagreement over petty points, and general antagonism, however carefully veiled, which will do nothing but impair the efforts of the National Parks Branch of the Department of Northern Affairs and National Resources as well as impair the efforts of the Department of Trade and Commerce and others who believe that attracting tourists to this country is a valuable industry in terms of the country's development.

The Calgary Chamber of Commerce accepts wholeheartedly the wilderness concept. It is clear that unless safeguards are maintained, the growth of population is bound to encroach upon those areas in this country which have hitherto been inhabited only by the wild life with which we have been so fortunately endowed. On the other hand however the Calgary Chamber of Commerce submits that a geographical readjustment is required in order to meet the demands of those whose outdoor life is to some extent mechanically inspired, or at least for whom an appreciation of the flora and fauna is enhanced by proximately located adequate and proper facilities normally found in this modern day and age.

This Brief will deal only with the situation as found in the Banff, Jasper and Yoho National Parks because to this Chamber's knowledge these are the only Parks in which such a conflict is in existence.

### *Basic Assumptions*

The following assumptions are in our opinion the very foundation of this Brief:

1. The development of tourism is an extremely important industry in the economic life of this country. That this premise has been recognized by the Department of Trade and Commerce leaves no doubt. Many other media have also recognized and spent considerable sums of money in the promotion of tourism. One of the simplest promotions is found in your Air Canada timetable. It is suggested that when you look up "Calgary", you will find instead the words "Calgary/Banff". As Banff is no metropolis, the purpose of its inclusion is clear. It is further to be noted that in all of the publicity directed to Western Canada's mountains the slant is to the Rocky Mountains, not to the National Parks. People do not travel distances to see a National Park. They travel to see physical assets and a superimposition of a National Park is in most cases merely an unexpected adjunct.

2. The Rocky Mountains are the biggest single natural attraction in the Dominion of Canada west of the Great Lakes. This is logical. No other topography offers the attraction for all the whole year around. Oceans are not attractive in the winter time. Lakes in themselves are similarly restricted. The mountains on the other hand offer facilities for winter and summer, education, benefit, enjoyment and recreation.

3. The Western Canadian National Parks embrace most of the accessible Rocky Mountains.



4. Resulting from the above assumptions it must also be assumed that tourism within Western Canada and particularly within the Rocky Mountain area depends entirely upon the policies of the Department of Northern Affairs and National Resources, National Parks Branch.

### Geography

Before you now is a map showing the outline of the National Parks in question and the highways throughout. In these Parks there are approximately 80 miles of paved highway. It seems reasonable to assume that wilderness in its accepted definition is violated by the intrusion of asphalt. Accordingly it is reasonable to say that wherever the highways have come, the wilderness has left. Furthermore, the area, I would suggest, within two miles of any highway has in its truest sense lost its isolation. You can therefore see on this reasoning that over 1,100 square miles of property in the National Parks are not now in a wilderness state.

At this point we should examine the relationship of National Parks in Alberta to National Parks in the rest of the country.

Do you realize that in Alberta over 21,000 square miles have been taken for National Parks? When you compare this to Quebec which has none and Ontario which only has 11 square miles, the proportions become staggering. Even the Province of British Columbia only has 1,671 square miles and everyone of these are almost adjacent to the Alberta border, the furthest away being Revelstoke and Kootenay National Parks.

I must however add that in that Alberta total there is included the Wood Buffalo Park in the very northern fringe of Alberta which contains a little better than 14,000 square miles. Let's then just look at the populated areas towards the southern part of the Province. Here Alberta's total is still 7,042 square miles. Compare this against 11 in Ontario and 1,671 in British Columbia. On this basis Alberta has over 61 per cent of the total National Parks without including Wood Buffalo Park.

Let's go at it another way. As all of B.C.'s National Parks are close to the Alberta border, then between Alberta and British Columbia there is 8,713 square miles or 30 per cent of the National total excluding Wood Buffalo. Wood Buffalo itself has within the Province of Alberta 17,300 square miles or 59 per cent. All the rest of Canada has 3,263 miles or 11 per cent of the National total. Is this really equitable? The answer is very clear. Depending upon how the Parks were administered this can either be a blessing to Alberta or it can be absolutely discriminatory.

Another important feature to consider as you look at the map is the proximity of these Parks to both Edmonton and Calgary. It must follow that these Parks offer the only reasonable location for recreation for the inhabitants of the Western Provinces.

I am now pointing out the areas in which development has actually occurred already. These consist of Banff, Lake Louise and Jasper. The other two areas, Saskatchewan River Crossing and Storm Mountain are potentially developable recreation areas and have small developments now. One area which is not shown is the area of Sunshine Ski Village located approximately here.



Mr. Davis, would you point out Sunshine?

It is clear that any of these areas in which development has taken place cannot revert to wilderness. Under these circumstances are the recreationalists not reasonable in asking for a common sense approach, namely, recognize that it has occurred and give it the recognition which it ought to have?

### *Present Policy*

Policies presently being employed in the administration of the National Parks are purportedly founded upon Paragraph 4 of the National Parks Act which reads as follows:

"The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment subject to the provisions of this Act and the regulations, and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations."

Following upon this we are aware of the undermentioned statements:

"I believe there is a practical, if not theoretical, limit to the number of visitors a National Park, or a specific Park area, can receive and serve the public in a satisfactory manner and not depreciate the areas involved through heavy visitor use. It is in our best interests as Park administrators to help prevent the saturation point from being reached." (Mr. J. A. MacDonald, Deputy Minister of the Department of Northern Affairs and National Resources.)

"Motels, cabins, lodges, etc., should, wherever possible, be grouped with service camp grounds and other necessary service facilities, such as grocery stores, to minimize impairment to the Park and simplify servicing. The objective should be to gradually eliminate the many scattered developments that now exist."

"The leasing of land and the construction of permanent buildings by private organizations (Youth organizations, churches, clubs, etc.) should not be permitted in the National Parks."

"It is reasonable to assume that the words "benefit", "education", and "enjoyment" were not intended to mean any more than the benefit, education and enjoyment which is associated directly with the products of nature or history."

### *Results of Policy*

The following results appear to have emerged from the strict application of the above policies:

1. No further extensions of educational facilities can be tolerated. Such educational facilities thereby eliminated or seriously limited would include universities, colleges, schools of specialized or general training, etc.

2. Development is clearly being constricted into small areas which have been labelled "Visitors' Service Centres".

3. All commercial developments are limited by 42-year leases with no option to renew and with no compensation for improvements made,

thereby creating an undesirable apathy on the part of private investors to spend money in the National Parks.

4. Lack of facilities other than those directly connected with nature are for the most part causing people to leave very shortly after their arrival.

5. A lack of housing exists, arising not, it is suggested, from lack of private enterprise, but rather from the Department's reluctance to permit people to live in the Park at all. It would appear that residence within the Parks is permitted for those who work there only if living outside the Park gates is not practicable.

6. There has been much unfavourable publicity from people who have come to camp or otherwise accommodate themselves within the National Parks during the summer and have found that service is bad, that accommodation is substandard, that facilities for evening recreation are extremely limited, and who thereby pack up and move on with a bad taste in their mouths.

Let us examine each of the above in order to endeavor to assess their importance.

Firstly then we will deal with educational facilities. Within the last year or so a proposal was put forward to create a college at or near the town of Banff. A more wonderful setting could not be imagined. Students would come to seek higher education and with it there would be the ever present ability to partake of the wonderful outdoors which exists in the Rocky Mountains. The proposal was of course rejected. The basis of such rejection appears to have been that such college would impair the Park. Is it not open to serious question that educational facilities are never an impairment, particularly when education is one of the specific purposes for the establishment of National Parks?

Secondly, the constricted development plan can be very easily substantiated. There has emerged an expression "Visitors' Service Centre" which appears to mean a place at which visitors can come, receive the necessary services, and then presumably be moved along. Certainly camping for a period of over two weeks is forbidden. The net effect of other inadequacies will for the most part hasten their departure considerably. Indeed, one Parks official some time ago stated that people had to keep moving in order that over a million people could visit the Park each year. The majority of such visits occur of course in the summer time and it is not therefore difficult to see how severe the required turn over must be.

There is another aspect of this as well. Can you envisage that a visitor will really enjoy a fresh mountain morning when there is a service station on one side of him, a grocery store on the other, a highway in front, a camp ground behind him, the roar of diesels from the railroad within 200 yards of him on one side and the roar of the diesels on the Trans-Canada Highway within 300 yards on the other? If you were that visitor, would you not have found it more appealing to live in a hotel or chalet on a high mountain shelf above the valley floor, architecturally blended to the mountain with a magnificent landscape and the scent of pine drifting in the window? Lights, please. I now am going to show you gentlemen certain photographs to establish somewhat of what I am

speaking. By the way, I should interject here, an addendum will come in here to our brief demonstrating with all of these slides in photographic form for your future reference.

This is the view from the Lake Louise Lifts upper terminal down the valley of the Bow River. You will see the slashing that has already occurred in that valley due to the Trans-Canada Highway and the Canadian Pacific Railway. The railway, of course, beat the parks here by some two years. This, however, is a wonderful panorama, a wonderful landscape; it is part of our national heritage without any question. This, by the way, lies exactly 40 miles west of here and you will, undoubtedly, see it tomorrow morning.

Now, I show you a picture that is very similar in its valley. This is at Cortina, Italy. You will notice the little chalets in the foreground, and you will notice how well they blend into this beautiful scenery; and, I suggest with respect, no impairment has occurred here of anything beautiful or wonderful in nature.

Here is a picture taken—well you will not see it exactly in its present form, that lake is pretty frozen right now—at Jasper. The only thing unnatural, in this photograph, is, of course, the gentleman standing in the foreground. Now, turn your camera 90 degrees to the right, and there is the scene you will see. Surely, that beautiful lodge has, if anything, brought out the brilliance of nature and not diminished it.

Here is a photograph of a hotel that is located only three-quarters of a mile away, the Banff Springs Hotel. You can see how the mountains tend to give this hotel the majesty which it could never find anywhere else. Here is a similar picture near Cortina with one of these beautiful hotels nestled at the foot of the Alps. Can anyone say that the glory of God as represented by these mountains has been diminished by this chalet? That chalet, by the way, sir, is located also near Cortina, Italy.

Here is a view similar to the first view you saw: people have invaded the land, and I suggest to you seriously that these are the people who most of all are enjoying the country; they are enjoying the Rockies as we know them. Here, would you like, if you turned the foregoing picture around, to see such a lovely little Alpine village as this nestled in the foot of the mountains; nothing of impairment there.

Here is a view of Cortina. Now across on the other side of that valley in those trees, is one of the world's finest bob-sled runs. I challenge you, gentlemen, to spot it; it need not be seen, and it is not, but it still is a wonderful bob-sled run.

Here is a view at Field, as a matter of fact you can see the heavy hand of the Canadian Pacific Railway right at the bottom. Now take that view, and superimpose upon it the lovely little mountain chalet that you will find in this view. Here they are, gentlemen, all nestled up here in retreat. It is a wonderful setting, which is also at Cortina; that, by the way, is the view of the Olympic downhill run.

Here is a view of Cortina also. I do not suppose that the trolley car in the foreground takes anything away from the sheer rock behind it. As a matter of fact, if anything, I suggest that it shows that man's efforts are really rather puny



compared to natures. Here is a view also near Cortina, in the same valley that I have described before. This is a beautiful lodge, high above the valley floor. In that lodge, people sleep, eat, dine, drink, and so on. It is a wonderful place and it is a wonderful country; and nature is right there, right at the doorstep.

Here is a view across the valley towards Mount Temple, again, 40 miles straight west. This is the valley floor of the Bow River. This shows then, what we have here and what you will be seeing.

Lights on, please.

Certainly camping for over a period of two weeks is forbidden. The net effect of other inadequacies, for the most part, will hasten people's departure considerably. I am sorry, I jumped a page.

The third result is the leasing policy of which doubtless you have heard much. It seems to be generally felt that 42 years offers a slim margin for recovery of capital, let alone for the gaining of the profit that is normally expected by private enterprise. The practical result is found in the proposed 'visitors' Service Centre at Lake Louise wherein tenders for a 500-room motel were called for and none were received. Then a re-evaluation of the situation was made and tenders for much smaller motels or motor hotels were requested. Again we understand no acceptable tenders were received. Businessmen are just not interested, it would seem, in this sort of deal and one word we received was that the Department of Northern Affairs and National Resources was actually contemplating building its own motels. This has to be a strange development in a country which bases its economic system on the maintenance of free enterprise.

Fourthly, there is an appalling lack of facilities. The facilities to which we refer, of course, are not accommodation primarily but the other facilities which are necessary to create a holiday atmosphere. Please examine the situation, if you will, from this point of view. You are a visitor in Banff and the day is not typical of our Sunny Alberta; in fact it is a little sloppy. What are you going to do to amuse yourself? There are three or four places in which you might obtain a drink. There is one movie hall. There is a bowling alley which is usually jammed with local young people and that is a good thing and there are two swimming pools, neither of which are close to the downtown area and therefore reasonably inaccessible by foot. What will you do? The foregoing does not apply however just to rainy days. In the mountains the last light comes early. What are you going to do after dark? And after one or two days of this situation how long are you going to stay in the National Parks? Is it open for suggestion that the present policy discourages visitors, not encourages them?

The best comparison is provided by Switzerland in which, in 1963, five and one-half million tourists spent an average of over three nights per person. According to our best information, our visitors spend an average of approximately one night per visitor. Could this be attributable to the lack of good accommodation and facilities?

Fifthly, housing has not in any way kept up with the demand and instances are reported of people who have come to Banff to obtain jobs and have not been able to find any accommodation whatsoever. As has been previously suggested, the Parks Branch would be quite happy to see everyone live outside of the Park gates but has had to give way somewhat in view of the rather vast transportation



problem that would emerge. The indirect effect of good accommodation is found in the service of the visitors within the town of Banff. Can you expect an employee of any concern you want to name to do his utmost to see that other are happy when he himself is very unhappy due to his lack of a reasonable residence?

It is advised that recently 24 residential lots were opened for lease. It is thought that this represents the only increase in residential housing for the last year. If this is so then it is obvious that the supply is not in any way whatsoever meeting the demand.

Finally the unfavourable publicity that has emanated from visitors to the Parks is a logical outcome of the foregoing shortcomings.

### *Possible Solutions*

The undermentioned solutions are proposed on the basis of the following two hypotheses:

1. That the pressure is going to continue to get better recreational areas in the mountains so that people may partake more freely of skiing, skating, swimming, dining, dancing, drinking as well as the now accepted recreations of hiking, horseback riding and fishing.
2. That now is the time to accept reality. In certain areas our wilderness has gone. Every highway, every railroad, every chalet, every hotel, every ski lift and every street light has negated wilderness.

What then are the solutions?

The following are respectfully suggested for your consideration:

1. Cause an evaluation to be made of the country within four or five miles of the main highways to determine which areas are more ideally suited to be developed as recreational areas. Then by agreement with the Province of Alberta, return such areas to the Province on the condition that the areas be used for the purpose of recreation only. This eliminates industry and hunting automatically. In return for this, it is reasonable and proper for the Federal Government to request a similar number of square miles of land which can truly be considered to be wilderness or which has had no development up to this time and contains features which ought to be embodied in our national history.

It is considered that this method is the best method to resolve the conflict which appears to have arisen. It would seem that present policy has created an aura of schizophrenia in the National Parks Branch. On the one hand the National Parks officer is dedicated to the principle of preserving the country as it was. On the other hand he is expected to be a town planning expert or at least to have a working knowledge of the effect that the impact of the creation of the town will have on the surrounding country. Such areas deeded back to the Province ought to be sufficient in scope to eliminate effectively the cry for additional land for recreational purposes for at least the next 200 years. It is suggested that there are methods of determining the potential requirement for such recreational facilities within the time period noted and a reasonable

allowance should be made in the disposition of property in order that no such pressure can re-develop.

The map which is presently before you showing certain areas in which such recreation might reasonably be found is submitted for your consideration. It is not all inclusive but is designed to stimulate reflection of the possibility which this solution offers.

You will note, gentlemen, the green circles there, demonstrating possible future, as well as present emplacements.

Now, I am just going to digress for one moment. It seems to us that it is an advisable and desirable feature for this country to have a string of national parks all across this country. However, it is our opinion, as individuals—not necessarily that of the Chamber of Commerce—that the federal government is very unlikely to obtain further square mileage until such time as it is prepared to make reasonable concessions. It would be a wonderful thing, for example, to have the area of Dinosaur Valley, near Drumheller located 80 miles east of Calgary, contained within the national parks. With all due respect to Senator Cameron, we could then establish that all of the fossils of this country, are not in the Senate. Furthermore we have the Cypress Hills of this country, and this is a wonderful area of recreation in southeastern Alberta, and could well be included. Furthermore, I, myself, took the liberty of looking up in the Concise Oxford Dictionary the meaning of “park”, and I quote “a large enclosed piece of ground surrounding a mansion; a plot of ground used as a public place for recreation; an artillery encampment”. Well we can find the artillery encampment every year at Mount Revelstoke National Park, where they try to knock down our avalanche hazard.

As far as the public place of recreation, I do not know about that. The large enclosed piece of ground surrounding a mansion; yes, I do think that the administration building is a mansion.

Instead, then, I suggest to you, for your own consideration, gentlemen, that the word “park” is, in its basic form, a misnomer, and always has been. This, if it is going to be a wilderness, should be a preservation or a reserve, not park.

To carry out this plan it is admitted that the sanctification of lands comprised in National Parks is going to have to be modified. As soon as a piece of land becomes deified then there is all kinds of room for emotionalism to set in. This, it is suggested with regret, is exactly what has happened and so many arguments have been advanced which can only be deemed to be bordering on the hysterical. We can only refer you to some of the arguments which contributed to Canada's loss of the 1972 Olympic Games as examples.

If the foregoing solution is unacceptable, then a comprehensive system of zoning ought to be instituted as soon as possible. It would appear that zones would by nature be three, that is to say, wilderness, recreational and urban. The wilderness zone speaks of course for itself. Is it reasonable that in such a zone not even footpaths or trails should be encouraged? A sign on the highway “Trail to Eagle Lake” may in itself be a derogation of the wilderness principle because in creating a trail man has placed the heavy foot of civilization, thereby derogating from the principles of the naturalists.

The recreation zone should contain outdoor facilities for recreation. Among these would be ski hills with lifts, skating rinks, swimming pools, golf courses, tennis courts, footpaths for hikers, trails for horseback riding and cycling and any other outdoor activity which may conveniently or economically be so installed. Also convenient to these various facilities ought to be the hotels and motels in which the participants can live and be entertained in the hours in which the outdoor activities are not available.

For example, let us take the sport of skiing which has grown fantastically in the last decade of the Dominion of Canada. In most successful ski resorts in this world, accommodation is located very else to the ski lifts and ski hills, this eliminates daily transportation and is exactly what skiers want. If an effort is made to keep the accommodation away from the hills, as has up till now been largely the case, the desirable atmosphere is lost. The result changes skiing from a week-long sport into largely a commuter business over the week ends. The proof of this is found in Sunshine Ski Village where the accommodation is located immediately adjacent to the ski slopes. Even with the additional accommodation installed one year ago we are told that weekly and two-weekly bookings are extremely heavy at this time and it is anticipated that within another month accommodation will simply become unavailable during the months of February, March and April. In other areas where skiing facilities and accommodation are severed the rush is so great over the week ends that the existing facilities throughout the Parks are overcrowded but weekdays are quite dead. Meanwhile thousands of Alberta skiers are going to Colorado, Idaho and abroad for their ski holidays. There are other reasons for them going abroad as well. It is generally conceded in other skiing areas that along with the accommodation must be built the facilities for indoor entertainment. The lifts close at the latest at four thirty o'clock in the afternoon. Indoor swimming pools, dance floors, restaurants and lounges will occupy the skier for the balance of the day and he feels that he has been on a holiday. It is of course clear that holidays are a form of recreation and in many cases they have almost become synonymous. Such recreational facilities are even now almost totally unavailable in Western Canada. It is no wonder that few skiers come to Alberta from the United States or Europe, despite the fact that Alberta has some of the best skiing conditions in the world.

I just throw out to you, as a slight digression, I would bet your bottom dollar that you could fire a cannon down Banff Avenue any afternoon or evening during the week, and you would never hit a soul; you might scare a few people with nervous shock, that is all.

These recreational areas should be made large enough to accommodate anticipated requirement for expansion. If the facilities as have been suggested are installed, there can be little doubt but what the requirement for additional facilities will develop. Accordingly, recreation areas should be defined by topography rather than by arbitrary acreage allotment. Thus, for example, a certain valley or the eastern slopes of a certain mountain with a sufficient area at the foot thereof could reasonably be set aside as a recreational area or areas. Again, sufficient areas should be allowed for at this point in order to accommodate all anticipated future demand.



The urban area of course would offer the supermarkets, the movie theatres, the bowling alleys and such other facilities as are not conveniently located within a hotel which would be found in the recreational area.

The essence of establishment of successful recreational and urban areas will be security of tenure. Here it would appear that the National Parks administration of the United States has taken a much more realistic attitude. Present information indicates that he who creates a capital improvement should be compensated for that improvement in accordance with its value at the time that compensation is to be given. A suggested compromise in the Dominion of Canada would not necessarily be to abandon the policy of the 42-year lease. Instead however, the Government of Canada ought to have an option either to take the property at the end of the 42 years and pay reasonable compensation depending upon the existing value of the assets or alternatively, to give the right of a further 42-year renewal with no compensation at the termination of the additional 42 years. In this way the investor will not try to get every nickle back in the 42 years together with his cost of maintenance and his profit because he knows that if he maintains the premises in good condition he will be able to continue on in the operation of the premises for a further 42 years. This will encourage the investor, then, to maintain the value of the property. It would seem reasonable that under no circumstances should the investor be entitled to obtain more in constant dollars on termination of the first 42 year period than he actually put into the actual construction. There is no necessity, it would appear, for the Government to be required to pay for renovations after the value of the original construction has already been applied.

I should add here, in case there is any ambiguity there, however, that if, during the period of 42 years, the investor creates additional capital improvement, which enhance the value of the land, this should be added to the original value of construction.

A further step ought then to be taken. Those responsible for the administration of the various zones should be divided into two groups, that is the wilderness administrators and the recreation and urban administrators. Authority must be given to each group to administer completely the zones allotted within the policy which is almost completely defined by the creation of the zones. All too often in the past, a request for permission to do this or that has been met by reply from local Parks officers: "We're sorry, we cannot make a ruling on this matter and have referred it to Ottawa for decision." This has invariably created long periods of delay.

An hon. MEMBER: Hear, hear.

Mr. SCOTT: The better system, then, it is suggested is to vest in the local administrations the widest powers to carry out the objects of the respective zones, such as the Calgary Regional Planning Commission has power to regulate all development within its territorial jurisdiction.

An appeal tribunal ought also to be provided whose members ought to be comprised of persons other than those persons directly employed by the Department of Northern Affairs and National Resources. Such a court would then be able to apply broad principles in a totally impartial manner to each set of facts presented. It is suggested that the Exchequer Court be invited to exercise this function.



I would think, seriously, gentlemen, that Mr. Justice Thurlo, or Mr. Justice Kearney would love to have three or four days vacation in the Canadian Rockies.

In conclusion the Calgary Chamber of Commerce restates its position that wilderness areas are valuable in the development of our country as they preserve nature's values. On the other hand the Calgary Chamber of Commerce does not support the extent to which such policies have been applied in the Banff, Jasper and Yoho National Parks, inasmuch as the acreage comprised in these Parks is vast and there is therefore adequate room for compromise in order to ensure that the citizens of Canada are able to make better use of these public lands without detracting in any material way from their natural or national value.

I thank you, sir.

The CHAIRMAN: Thank you very much, Mr. Scott. Gentlemen, at this point I wish to intervene for a brief observation. During the luncheon a local gentleman asked me if, when the report is considered by the Committee, it has to be approved by officials of the department. It is because of this misconception that I wish to point out that the parliamentary Committee has been authorized by parliament, and therefore it is absolutely independent. This is an extension of parliament and whatever recommendation this Committee may deem advisable to make, for presentation to parliament, it will be done independently of any other parties or officials. I just wanted to make this brief explanation for the benefit of those who may not know.

Now, gentlemen, the next to present a brief, is Mr. Joe Balla of the Alberta Fish and Game Association. Mr. Balla?

Mr. JOE BALLA (*President, Alberta Fish and Game Association*): Mr. Chairman, distinguished and honourable members of Her Majesty's Government

It is a privilege to appear before you here today as president of the Alberta Fish and Game Association.

May I first say the Alberta Fish and Game Association was established on February 21st, 1908 and incorporated under the Societies Act of Alberta November 13th, 1946.

The association was born in the belief that every resident and citizen of this great country of ours has a great and inescapable stake in the conservation of our natural resources. The Alberta Fish and Game Association therefore accepts and desires to face a basic responsibility to do its part in assuring that our natural resources are properly managed and used.

In this approach, the Alberta Fish and Game Association does not desire to speak for or pursue objectives from any self-centered or selfish aspects restricted to the likes and dislikes of any, or all of its membership, but rather on a basis of betterment for the majority of the people in this province and the Dominion of Canada as a whole.

In the beginning, the Alberta Fish and Game Association had, for the most part, regional representation only. Today it is a federation with more than 100 affiliated clubs spread across the province and a membership of some 17,000.

The Alberta Fish and Game Association is affiliated with the Canadian Wildlife Federation and supports the brief presented to the Standing Committee earlier this year.

The Alberta Fish and Game Association supports Canada's National Wildlife Policy and Program as outlined in the statement by the Hon. Arthur Laing, Minister of Northern Affairs and National Resources, in the House of Commons, April 6th, 1966.

The Alberta Fish and Game Association supports Canada's National Parks Policy as it stands. The association endorses the statement of reference "NATIONAL PARKS—THEIR PURPOSE AND THEIR FUTURE", an address given before the Halifax Kiwanis Club, March 14th, 1966 by Mr. E. A. Cote, Deputy Minister, Department of Northern Affairs and National Resources.

The Alberta Fish and Game Association endorses the basic principles contained in the National Parks Zoning Program recommending boundary outlining for service development, transition zones and wilderness areas in the national parks.

Backgrounded on these preliminary remarks, the Alberta Fish and Game Association would like to pursue some additional observations and recommendations for the consideration of the Standing Committee.

1. Heavy emphasis is being placed in Alberta on tourist development and tourist promotion. A significant philosophy among many of the tourist promoters is that our national parks should be geared to open, commercialized exploitation for the economic benefits derived from tourism. It is contended that it takes tourists to justify and support our national parks. A key word mentioned over and over again by all factions is "enjoyment" of our national parks.

The Alberta Fish and Game Association rejects outright any claim that tourism should be foremost in the establishment, development and pursuit of objectives for our national parks. Enjoyment without impairment is fundamental and basic in the administration and use of our national parks. In purpose and use of our national parks, preservation of the composition of Nature must be adhered to as a ground rule principle if our national parks continue to be a national resource of this country.

The National Parks Act of the United States, adopted in 1916, states this basic purpose, in part: "...the fundamental purpose of the national parks is to conserve the scenery and the natural and historic objects and the wildlife therein, and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations".

There is a very important key in this determination of policy. National parks are for our enjoyment. National parks must also be for the enjoyment of future generations. This places strict rules against impairment. This also places strict rules against exploitation for economic benefit.

How to provide enjoyment for the present generation and to retain and preserve our national parks for generations of the future is the task and challenge that faces not only the administrators of our national parks, but more so the policy makers. The economic argument is a tough one to hold against. We must remember from the economic aspect though, that tourism brings not only monetary return, but also intelligent curiosity that can and does stand in judgment of the values we place on our heritage.

2. If we are to keep the future of Canada in proper perspective, we must make sure that the learned men of the future—the scientists and research-

ers—we must make sure they will have the same opportunities as we have for research on undisturbed natural areas. Here again impairment is a key word. Severe restrictions must be placed on commercialized exploitation.

3. We must have as a basic right—a right of our wildlife, to be able to perpetuate in natural environment. It is not our right to say what wildlife, if any, we shall or shall not leave for generations ahead. We therefore must jealously guard in volume, the wilderness aspect of our national parks.

4. Our national parks are as much a part of our culture as the great compositions of music and works of art. Like great works of art and music, our national parks must be preserved with fullness, quality and the object of perpetuation.

5. The Alberta Fish and Game Association stands against grand scale, mass participation events in national parks, particularly those of a competitive nature. Even the promotion of these undertakings seriously undermines the purpose and object of national parks. This stand is not one of conflict between social and economic progress and the concepts of wilderness preservation. Rather it is a conflict between preservation of our heritage and spoilage for monetary exploitation in return.

6. Promotion is gaining momentum for the establishment of an Atlantic College in this region. We fail to see how this is in keeping with the intent, purpose or objects of our national parks. While the Banff School of Fine Arts and Continuing Education is held in high regard, we wonder if its position would be as equal if it were located outside the boundaries of Banff National Park. This example is cited in no way as an attempt to belittle the calibre of the school's personnel, but as a manner of concern for exploitation through avenues other than direct commercialization.

7. There is a great need in Alberta for the establishment of additional national parks, particularly in areas away from the mountainous terrain. We recommend that the area known as the British Block, north of Medicine Hat or at least a portion thereof, be given serious consideration for a Grasslands National Park. It would be the first of its kind in Canada. Much of the area is still in its natural state. It is a place where the buffalo could be home on the range again.

8. There is need in Alberta for a great many more provincial parks with quality, character and specified zoning as to use. There is great need in this province for clearer definition of responsibilities towards recreation and parklands, particularly in the urban fringe areas.

9. There is great need from the National Park Service for information and interpretative services. We must not confuse information and interpretation. Information on brochures is required. Interpretation for provocation and thought is of at least equal importance in pursuing the objectives of our national parks.

10. It is noted for information that the rules and restrictions applied against commercialization and exploitation for monetary gain by the Government of Alberta in the use and purpose of its provincial parks, are much more stringent than those applied to national parks. We find it difficult to understand therefore how some departments of the Alberta Government justify promotion towards greater commercialization in the national parks within the boundaries of this province.



11. The Alberta Fish and Game Association recommends that man-made structures such as dams and reservoirs for hydro power and water supplies, and other structures that would prejudice the intent and purpose of our national parks, should be erected outside of national park boundaries. It is also recommended that tourist accommodation facilities should, for all practical purposes, be erected outside of the national parks.

12. The Alberta Fish and Game Association recommends the establishment of national park advisory committees at both the national and regional level as a means of improved channels of communication between national parks and the public.

Thank you very much, gentlemen.

The CHAIRMAN: Thank you Mr. Balla. Now, gentlemen, we have a submission by Mr. M. J. Brusset representing a group of Calgarians interested in outdoor activities. Mr. Brusset? Members have been provided with a copy of the submission which Mr. Brusset will read now.

Mr. M. J. BRUSSET (*President, Calgary Ski Club*): The following brief is based on the opinions expressed by a small group of Calgary residents who have actively participated in Banff recreational activities for several years. All members of the group have contributed to development of Park recreational activities through participation in organizations devoted to recreational use—

An hon. MEMBER: Pardon the interruption but may I ask what brief this is?

The CHAIRMAN: We cannot hear you. This brief is presented by the President of the Calgary Ski Club.

Mr. BRUSSET: This brief is presented by a diversified group of Calgary citizens actively participating in outdoor activities in Banff National Park. The Calgary Ski Club has gone on record as supporting this submission in full.

The CHAIRMAN: Please proceed.

Mr. BRUSSET: It is our opinion that the scope of activity enjoyed by the group is most likely to appeal to the average visitor to the park.

It is further realized that the Park must be available for the enjoyment of all varieties of mountain recreation as well as all levels of society. With this in mind, it must provide wilderness areas for the conservation and preservation of wildlife and natural beauty.

The far-reaching fame of Banff as a natural beauty preservation has attracted both Canadian and foreign tourists in increasing numbers. Skiing, hiking, fishing and mountaineering are increasing in popularity as family and group activities, and are recommended in the government sponsored fitness and health campaign. Government and business advertising is drawing increased numbers of both tourists and local citizens to the Park for all types of activity, or to enjoy the beauty of the mountains. In general, there is an increasing enthusiasm in the use of the Park as a holiday area.

We feel that the Park in its areal vastness and ruggedness is fully capable of providing areas devoted to the purposes of conservation and development. The adequate long-range planning of zone development, facilities for all activities



can be provided that will not only preserve the natural beauty but will allow the unveiling of natural scenery not now readily accessible to the average Park visitor.

We do not wish to advise the Government in regard to policy within the Park, but wish to convey to the Committee the desires of a group who are sincerely interested in the matters of recreational development, natural beauty, and conservation.

The group offers the following points for your consideration:

### 1. Area Zoning.

Zoning has been offered as a method of planned development and preservation of the Park.

We are fully in agreement with zoning as a means directing participating groups to areas available for their respective activities. This would further permit the Department to provide facilities for camping, hiking, mountaineering, skiing, etc., for a long-range program. It would assist clubs, such as alpine and skiing organizations, to focus their activities in areas that would become familiar to the participants. It would allow activities to be carried out without interference with other activities or uses of the Park.

Consideration must be given to the preservation of mountain beauty along the main highways and roads as well as conservation areas. Zones set aside for preservation of natural conditions will be in danger of disturbance unless the population is directed to areas set aside for recreation.

### 2. Accessibility and Shelter:

There are inadequate and insufficient secondary roads to disperse tourist and holiday traffic from the main highways.

It seems reasonable that following zoning of the Park, an accessibility system consisting of highways, secondary roads, parkways, and trails should be developed to direct traffic to the zones of activity. This would serve a purpose also of diverting infiltration into the wilderness areas.

Maps should be available to the users as well as fixed route signs and trail markings.

Outlying parking areas with campsites, toilet and refuse facilities are desirable as recreational areas and a means to provide stop-over accommodation. Branch roads from the main highways can be designed to minimize deterioration of natural scenery. This has been very effectively accomplished in recent park developments.

Shelters for campers in developed camping areas are very useful and the Park administrators are to be commended for the progress that has been made in this regard. We request the extension of this type of facility to be included in a secondary system. Further to this, it is desirable to have remote shelter positioned in hiking and mountaineering areas. These shelters would be self-sufficient and maintained by the users. The purpose of the shelters would be to provide emergency shelter as well as for stop-over comfort for the mountaineering participants.

#### Facilities at Recreational Developments:

The theme of all development in the Park should be to provide facilities for all income groups frequenting the areas. With this in mind, it is essential that all commercial developments provide adequate shelter and rest facilities for those visitors using an area. Although it is not our intent to be critical of present developments, it is obvious that most ski areas have inadequate toilet facilities, lunch and rest areas. We suggest that the Park Administration give this heavy consideration in approving further new areas or expansion of present developments. With increasing participation in the ski areas, traffic congestion at the lifts and the movement of skiers from parking areas to the slopes will become an increasing problem. Skiing is used as an example rather than an object, in that it is an activity that concentrates a large number of participants in a local area. The problem of congestion can also be evident in campsites where large sites are developed rather than a series of small camp grounds dispersed through a planned area.

Consideration should be given to the relief of congestion at the Banff and Lake Louise townsites. Accommodation facilities at ski developments should be available to provide lodging and "off-hill" recreation for skiers and tourists. The types of facilities should be designed to provide service to all income groups and with emphasis on accommodation for ever-increasing youth population using the Park areas. In certain other mountain developments, government sponsored and supervised dormitory facilities provide a healthy atmosphere for youth to enjoy while partaking in skiing, climbing and hiking activities on week-ends.

Winter activity at the Park ski developments should include planned competition. Co-operation between the Canadian Amateur Ski Association, various ski organizations supporting competitive skiing, and the Park administrators in providing adequate and safe competition areas is essential. Although skiing should be considered an individual participating recreation, the spirit of competition is of interest to all participants. Consideration should also be given to spectator facilities at competitive areas. In recognition of the lack of facilities at present developments we must assume that it can be attributed to either government regulations that retard development, or the lack of incentive for the operators to provide suitable expansion for the accommodation of the increasing number of users of the areas.

#### Supervision:

The guidance and supervision of Park visitors has been a demanding phase of government operation of the Park. It is inevitable that this must be expanded further, relative to the number of visitors and diversification of activity. This responsibility has been mainly in the hands of the Warden Service.

During the summer season, the Warden Service must be expanded to provide adequate supervision of trails, camp grounds, hiking and mountaineering activity. Increasing winter participation in skiing facilities demands a high concentration of ski slope supervision that requires a large number of Wardens and Ski patrollers. In order to minimize staff in the Warden Service but to provide necessary service, consideration should be given to the use of summer part-time employees trained for routine service and expansion of the volunteer

ski patrol system now in use in the Park during the winter. Improvement of emergency first aid facilities is most desirable at this time.

In regard to winter activity, there is an increasing number of skiers enjoying ski slopes adjacent to developed and patrolled slopes. The danger of avalanches is therefore increasing and will continue to increase relative to the number of skiers using the areas. It is suggested that steps be taken toward stabilization of avalanche areas and control of the dispersement of skiers into dangerous areas without deteriorating the enjoyment of ski towing and open slope skiing.

There are many details that could be expanded from our comments that will likely prevail in other submissions to the Committee. It is felt, however, that a planned development program suitable to all concepts of National Park development will enable the administrators, managers, and supervisors of the Park staff to proceed with a satisfactory program.

It is also realized that development of the Park recreational facilities will incur increased expenditures. Allocation of expenditures should not only be considered on the basis of volume of users of the area in summer and winter, but should also consider the time of activity and expenditures of the users—an auto passing through the Park in the summer becomes a statistic that might result in a four hour time interval and an expenditure of thirty dollars, whereas an auto entering the Park in the winter might become a statistic representing four users, a week's holiday interval, and an expenditure of six hundred dollars.

We wish to convey our appreciation for the opportunity to express our opinions in the sincerity that it will assist the Committee and the Department in concluding a program for the Banff National Park area.

It is our final opinion that the Government of Canada is offering a true democratic practice in offering the opportunity to express an opinion before a committee and the practice is to be highly recommended.

The CHAIRMAN: Thank you, Mr. Brusset. Gentlemen, last night the committee agreed to hear some of the individuals from the town of Banff, individuals who wished to present a brief submission. I have six in number listed. I hope they will be brief. The first I wish to call on is Mrs. Kendal who has a brief presentation. She is an individual appearing on her own behalf. Mrs. Kendal.

Mrs. LOREA KENDAL (*Banff*): After hearing the various briefs presented last night, I wish to make a short addition to my original presentation.

Mr. Price and the gentleman and young lady from the Action Group seem to feel that our discontent stems from the fact we wish to throw the entire National Park open for a Coney Island development. This is definitely not the case. Do these gentlemen realize that the National Parks in Alberta have a population of 7,000 and an area about the size of Switzerland with a population of 6,000,000? Surely to goodness this leaves enough wilderness area for us residents to use one square mile for a townsite. If my home is taken in 42 years someone else is going to live in it, and I am sure I am as good a tenant, as far as the robins, crows and magpies are concerned, as anyone else.

Our grievance is to have the right to let our children inherit and live in our homes for all time. I would like to introduce to you my son Rolande. He is eight years old. We live in a nice home in Banff, that my husband built industriously stick by stick in the worst of weather. This lease expires in 42 years from the



oming August. Why should he have to pay rent for what we have worked for? I am sure all the members of this committee, even Mr. MacDonald, would not like to see their children or grandchildren in this position. And I wish to add one more sentence to this. If I am an overholding tenant in 11 or 12 months time in my own home and subject to eviction the government will have to move me out spoon by spoon and nylon by nylon.

Now, my original presentation gentlemen has to deal with one specific problem. It is clear cut, the dates are exact and I will proceed with it as planned. The construction of a fourplex on the west half of lot 6, block 22, plan 6719 B.C. 1 Banff.

On November 7, 1961 my husband and I agreed to purchase the above lot from Mrs. S. Childe of Ottawa for the sum of \$21,500.00. This sum included the residence on the East half of said lot.

On or about March 1964 we applied for permission to subdivide the property and erect a fourplex on the West half of the lot. Permission was granted and the necessary survey made by L. E. Harris, Dominion Land Surveyor of Calgary.

Plans were submitted to the Department and approved. A building permit was issued April 29, 1964.

I thereupon successfully concluded arrangements with the Kinross Corporation to finance the construction on the security of a first mortgage.

On the 22nd of September 1964, Mr. G. H. L. Dempster, Superintendent of Banff National Park wrote a letter to my husband advising that the Department could issue two new leases, one for the East half, and one for the West half, and the following is an extract from that letter. . . . "Each lease will contain a provision for a term of 42 years from the date following the date of surrender of the current lease and for a 21 year renewal and rental subject to review in 1970 and at periods of 10 years thereafter.

The lease was surrendered on the 9th of October, 1964.

I was in dire need of money for construction at this time and the Dept. of Northern Affairs and National Resources were requested to forward the new leases as soon as possible. The building had progressed too far to stop construction. The bank was pressing me for the lease to get the mortgage arranged. Mrs. Childe was writing me for her \$3,000.00. The sub trades were demanding payment. Bi-weekly wages had to be met.

We were under additional pressure from the Winter Works program and were in danger of losing the \$2,000.00 bonus.

The Kinross Corporation were anxious to receive the lease.

I wrote the Superintendent on the 8th of February and on the 12th received an acknowledgment by phone from Mr. Lunney telling me they had wired Ottawa, and would reply within a few days.

I wrote Mr. Laing on the 19th of February requesting action on the lease. Nearly two months later I received a letter in reply from Mr. Laing, dated April 1st. Two months, even though I had requested an immediate answer and had stressed the urgency. The answer from Mr. Laing was extremely foolish stating on April 7th that I could expect the lease in the Superintendent's possession by March 31st. That is one week prior to when he wrote the letter.



On April 9th, 1965 our solicitors received a letter from the Dept. of Northern Affairs and National Resources signed by W. Lunney for G. H. L. Dempster Supt. of Banff National Park with two 42 year non-renewable term leases enclosed for our signatures. These leases were returned and the Department Northern Affairs and National Resources were requested to comply with their letter of Sept. 22, 1964 signed by G. H. L. Dempster advising us we would receive two leases for 42 years with renewal clauses for a further 21 years.

The leases arrived in Banff again on August 13, 1965. They were still for only 42 years. We refused to accept them.

The Kinross Corporation in the meantime were unable to hold funds available indefinitely and on January 10, 1966 the Canadian Imperial Bank of Commerce in Banff received a letter from them advising that they had no alternative except to cancel the commitment. My mortgage rate was to have been  $7\frac{1}{4}$  per cent.

There was no money available at anywhere near the rate of  $7\frac{1}{4}$  per cent. Therefore a large increase in interest rates became an added burden. The best offer I could find was 9 per cent interest with a maximum term of repayment of three years.

Our solicitor prepared a Notice of Motion for Mandamus and we decided to proceed with this. We advised the Department of Northern Affairs and National Resources of this on Jan. 1, 1966.

Finally on February 2, 1966 the leases as originally promised prior to the surrender, for 42 years plus a 21 year renewal period, arrived in Banff. This took 17 months. I repeat 17 months.

What explanation is there for the difficult position I was placed in? You cannot pay the plumber with explanations regarding a delay of the lease. This was no distant problem for me. It was a case of extreme anxiety and embarrassment every day. And this was every day for months.

I have been advised by legal counsel on this and was informed that a transfer of lease in the Province of Alberta usually takes less than two weeks. Mine took 73 weeks.

Legal counsel also informed me that my cost in the Province of Alberta would be approximately \$90.00. This was for the transfer of lease. My cost was \$271.00.

My complaints with this transaction were numerous.

Department of Northern Affairs and National Resources refused to give us the two leases promised in their letter of Sept. 22, 1964, until legal action was brought to bear on the department.

Extreme pressure by subcontracts, land payments etc., due to this delay.

Added cost of legal fees and interest rates due to delay.

Anxiety regarding the Winter Works Program deadline due to this delay.

I was born in Banff, my husband was born in Banff, and our children were born in Banff and through no fault of ours it is home.

Finally, I wish to stress the unfair treatment we are receiving in the parks. I have in my possession the photostatic copy of a lease issued during the same period of time. It was granted on a lot containing a house and two cabins. All of them are over 30 years old. The owner received a lease for 42 years plus the 21 year renewal option without any delay and without any discussion, but here I am with a brand new building costing over \$50,000.00 and placed in a position of great difficulty.

I do not think this is justice, do you?

The CHAIRMAN: Now, gentlemen, we have a Mr. Collier Mayberley who wishes to make a brief presentation. I express a wish that these individual presentations be made as brief as possible because we have a long list of those who wish to present their cases before the committee. Mr. Mayberley wishes to stand up. But, you will have to speak into the microphone.

Mr. COLLIER MAYBERLEY (*Banff*): Honourable gentlemen, was it kind of bare of your room this morning? I own a motel and we cater to that. Last June 3—my motel is in the centre of the town—I heard screams from one of the cabins. A bear had entered, driven the tourists into the bedroom and locked the door—not the bear, the tourists. Gentlemen, I am a guilty man. I violated the law. I should be fined \$500 because I protected the tourists. I baited that bear with tidbits so it would follow me and we could free the tourists from their wild error. Should I have shot the tourists and kept the bear? Now that is a fact, we have pictures to prove it.

An hon. MEMBER: You should always paint them when they stray.

Mr. MAYBERLEY: We could leave their sterns untuned, you mean? Now, gentlemen, there are serious sides but I think we should have a little of the humour we contribute to when tourists come here. A wealthy Texan arrived at my motel. All I had was the holding standing cabin in Banff. The log cabin, very clean, just cooking, a bed and a toilet room, cold water. He was happy with it. He was thrilled with it. He talked about the Lincoln background. Gentlemen, 30 days after that he came to me and said Mr. Mayberley you have something at your motel that I need and I will give you \$100 for it. I could not guess what it was. As a matter of fact, gentlemen, I have the receipt. It was one of the oldest toilet seats in Banff and he was willing to pay me \$100 for it. Did I gouge him? I did you replace it and you may have it. He did and he was thrilled and we got a letter back from him and he told us why he wanted it. On one occasion his wife had painted all the facilities in the bathroom and that day she had a bridge party and forgot to tell her friends. One friend went upstairs, did not turn on the light, lit down, got stuck and they had to get a doctor. The doctor said I will have to take you to the hospital. This lady, in embarrassment said, I bet you have never seen anything like this in your life and the doctor said many, many times but never framed. Gentlemen that toilet seat is gracing the living room of that lady in Texas.

I could go on and tell you about the terrific efforts of Mr. MacDonald to put signs round this country and ignorant people come here and walk up beside the road and they see the sign Latrine and they turn to their friend and say: What mountain is that? However, gentlemen, you are in one of the most incomparable beauty spots in the world. Lakes so blue, mountains so grand, sunsets so glorious

that women weep with the spiritual emotion of the scenic beauty and I have seen Texans just with the same effect on them.

And men fake dust in their eyes to hide their emotional reaction. Where a man's home is his castle and he owns it completely. Where business chances are so fair, challenging and rewarding. Where the right of free speech is accepted and the right of any red-blooded Canadian.

Thank you gentlemen for coming here. We have had a chance to live something down.

We are the equal of any person in Canada. Where our children have the finest, most thorough education in Canada. And teachers clamor to teacher here. Where we have the most democratic institutions equal and better than those of any country in the world.

This is a fantastic country, not just a national park. Only 4,000 miles fewer in area than one of the other world famous countries, Switzerland with its wild beautiful mountains. Where some day we will have 4 million living in our 8,000 square miles compared to 6 million who now live in Switzerland's 12,000 square miles. In spite of what is going on. You have heard of the population explosion have you not?

Where we will have 80 million tourists bringing in \$30 billion to bolster up our national economy. Switzerland last year only had 20 million tourists. Where we will have a large land catering to tourism with quaint villages dotting the green valleys living under private enterprise.

Where old people can live out their last days in the spiritual beauty of the mountains and I beg you, gentlemen, those who have never been here before know what spiritual beauty and enjoy the sunsets and sunrises and the unpolluted lakes and rivers. Do not ask me about that.

Where a man who has been a liberal all his life can practise principles of liberalism, integrity, fair play, compromise, free speech, free enterprise under self governing democratic privileges.

But most of that is a myth. In Banff the Bill of Rights does not apply. A man's home is not his castle. He cannot leave his estate to his wife and family. You cannot take it with you, the new parks policy takes it first. I am angry gentlemen, I am an angry Canadian, I am damned angry. We have no protection against unreasonable seizure and confiscation in business.

Was it a deliberate plan to put Park citizens under the department of Indian affairs to demote us to a lower standard than we know the Indians have because the Indian Affairs know how to treat lower standard citizens. You and all Canadians may own their homes, Indians own their reservations and teepees, third class park citizens buy their lots and their homes and after 42 years may rent them back. But business men have their property confiscated without any compensation after 42 years and in some cases 21 years.

As to my personal case gentlemen, 15 years ago I bought a tourist site in Banff on a perpetual lease in the best location in this town. No confiscatory policy was in force then. As it took two years to get the lease my financial supporters withdrew. But the government policy, as you know, is not on the spur of the moment. It must be, as Mrs. Kendal proved, on the spur of a decade. I indebted myself, sold all my assets and borrowed from the bank and on my life



insurance to build up a nice family motel that is known all over the United States and Canada for its extreme cleanliness. Bow River bungalows—and I want you to underline this gentlemen because you are going to ask me questions about it—and many other people with leases had the same experience, were subtly coerced and harassed into signing a confiscatory 42 years lease. If you could read some of these it would sicken you. Across the river Bow View Lodge was permitted a renewal lease in perpetuity four years ago. I now know, gentlemen, the difference between a big liberal and a little liberal. You have been asked that many times, you Liberals and you have been trying to find an answer. A big liberal has a lease in perpetuity and a little liberal has to lose everything in 42 years. I need money to complete my venture just to make a decent living. My credit prior to the new policy was excellent. Ask the bank manager. Gentlemen, I cannot borrow money to complete my motel. You heard them. No one will lend money under the new restrictive policy, not even at high rates. Neither will anybody buy. Maybe Mr. MacDonald could get a buyer for me. My life savings are in this property. I am angry. Let me just add one other thing. My son was raised here. He is a doctor and he loves this area. I checked up on his will last week and he said I will have to change that will. I do not want to be buried in Banff. I want to be cremated and throw my ashes at the spots I enjoyed because after 42 years you know damn well they will disinter me. My health has been ruined. What would you suggest that I do to get some equity in my old age? Do any of you gentlemen want to buy a motel under those conditions?

The head of my party can give personal consideration to an alleged Communist postal spy. A Communist prostitute can make money out of her activity in Ottawa. Longshoremen can get a 30 per cent increase in salary but all I hear from my Liberal party to which I belong is: Too bad, sucker. You are a third class citizen. Gentlemen, this is Canada, not Russia.

The CHAIRMAN: The next order of business gentlemen, we have two more submissions to hear before we return to hearing individual submissions. One is from the Girl Guides and on their behalf I have the honour to introduce Mrs. J. Mowat. There are two submissions from the Girl Guides. One is from the Girl Guides of Canada, Calgary, Alberta and the other is from the Girl Guides of Canada, Calgary Alberta Council. There are two submissions, Mrs Mowat.

Mrs. J. T. MOWAT (*Calgary Area Camp Adviser, Girl Guides of Canada*): Mr. Chairman, members of the standing committee, ladies and gentlemen, during the 1966 camping season 3,226 girls between the ages of 11 and 18 camped in Alberta under the auspices of the Girl Guides of Canada, Alberta Council. An additional 140 girls came from other Provinces and from the United States of America to meet and camp with local groups. Leadership was provided by volunteer adults who generously shared their personal camping interest and skills with the younger generation. These girls are well-versed in the art of living out-of-doors and as they approach the Ranger programme 14-18 years, they are looking for wider Camping adventures especially in the nature of lightweight and mobile Camping both winter, skiing and snowshoeing and summer, hiking. Living near the Rockies, their frequent thoughts are "how can we get into the mountains". This is the cry of others in this Province, too—



teen-aged boys, families with growing children, and persons who no longer have the strength and energy of their youth.

What is the biggest stumbling block? Cost. Access to the wilderness areas of the National Parks mountain region by teen-age girls of average income is almost impossible.

They cannot afford to hire horses or a packer

They cannot afford lightweight equipment to make a back-packing trip enjoyable

They should not be carrying heavy packs for long distances

Overcrowding on the existing Campsites and in the townsites due to occupation by the transient visitor using the Trans Canada Highway means accommodation is not available when these young people arrive on their weekends. And weekends must be considered because this is the time their adult leader can accompany them.

There is no centre where young people who come from a distance can change from their travel clothes into hiking gear, store their baggage and then clean up after the hike is over and return to being travellers again.

What can the Girl Guides of Canada, Alberta Council, offer as visitors in the Mountains?

The groups are well trained in camping skills so that they can live comfortably in the mountain areas.

They are supervised by equally capable volunteer adults who can handle the activities of the small groups and who have the trust and support of the parents of the girls.

They are eager to enjoy the variety of scenery and to meet the challenge of the environment—they are trained to leave their surroundings as they found them—the Girl Guide programme strongly encourages conservation and the understanding and appreciation of nature.

What would the Girl Guides of Canada, Alberta Council, like to find as visitors in the Mountains?

Some isolation for their particular teen-age activities. This would mean sites, probably a short walking distance from the main camp grounds along the highways that will offer space for their Friday night arrival; where they can make early morning starts and have communal activities geared to teen-age interests for instance evening sing-songs; where they will be away from the commercial pressures of the townsites.

Hiking Trails of at least three grades and clearly marked. These trails should be laid out so that they are safe ski-touring trails in winter. Some trails should be, as many are now, to beauty spots and return. Some trails should be part of a net work of trails creating a "Great Divide Trail" which would wind through the many passes of the Great Divide and eventually follow the full length of the B.C.-Alberta Boundary. It would need only a few well placed bridges and some short stretches of trail-improvement to get this idea underway. It should not be necessary to come to a main Service Centre to reach this network of trails but a day's hike from Highway points, secondary roads, or

even from outside the Park Boundary should offer access. These trails should have a degree of isolation so that a person could travel a few days without being on top of a busy highway or adjacent to a Service Centre. These trails should be separated from Horse Trails.

To be more specific about Hiking Trails, we would further suggest:

Easy hiking trails through easy terrain; with trails in excellent condition; good bridges where necessary. Short-day intervals between stopping places. Building for overnight accommodation with water and fuel at hand for instance. YHA-type cabins with dormitory sleeping and cooking facilities as in the present Y.H. cabins along the Banff-Jasper Highway with a caretaker and a small charge. These facilities should be so located that they can be used in winter for skiing, and more strenuous trails, steeper and/or more rugged than the easy trails; kept in reasonable condition with log bridges. Longer-day interval between stopping places. Tenting area with kitchen shelter, designated fireplaces, water, fuel and garbage disposal available.

Alpine Trails may need some Alpine equipment, ropes, boots, ice axe or crampons, etc.

May lead to remote wilderness areas; may be high trails through steep or glaciated or snow passes.

They may lead to good climbing areas.

Camping will likely be at high altitudes using primitive camp sites which will offer safe fire areas; fuel, water and garbage disposal.

Shelter on the trail I have covered.

It is the intention of the Girl Guides of Canada, Alberta Council, to support our girls' wish to adventure into the mountains not only with permission to camp, but with suitable lightweight equipment for the fullest enjoyment of the trip. We are prepared to underwrite the purchase of this very necessary equipment which the girls can borrow as often as needed provided there are areas where it will be used as outlined in this submission.

We hope that day won't be far off.

Respectfully submitted for Girl Guides of Canada by Mrs. C. J. Holt. I would also like to read the next brief from Girl Guides of Canada, Calgary Area. We are in full agreement with the submission of the Girl Guides of Canada, Alberta Council. Being especially close to Banff National Park, the Girl Guides of Canada, Calgary Area, would strongly emphasize the need for low-cost overnight accommodation for members of National and International Youth Organizations near both hiking and skiing areas for instance Lake Louise so that these facilities could be used all year round.

These facilities could be built, owned, and operated by the Federal Government, or by a Youth Organization concerned, or by a combination of the two agencies.

Although this request does not correspond with Section VI, item 1, of the National Parks Policy, it is just as necessary as the building of more hotels and motels in the National Parks. Hotels and motels are out of the price range of our young people who will be using these low-cost facilities as access to the wilderness areas. The people who stay in more expensive accommodation may be there only on a convention or stopping overnight as they travel through the

National Parks on the Trans-Canada Highway and who are happy to settle for a look at the Mountains through a car window. Should there not be provision for both types of visitor?

Respectfully submitted, Ruth Mowat.

The CHAIRMAN: Thank you very much Mrs. Mowat. Now gentlemen, we are going to hear from Mr. Neville Lindsay from the Boy Scouts who will give a summary of his submission. Mr. Lindsay represents the Calgary Regional Council of Boy Scouts of Canada and also will summarize a brief submitted by the Calgary Fish and Game Association of Calgary, Mr. Lindsay.

Mr. NEVILLE N. LINDSAY (*Barrister, Representing the Calgary Regional Council, Boy Scouts of Canada and Calgary Fish and Game Association*): Gentlemen, the brief of the Calgary Regional Boy Scouts Association has been handed to you and I am simply going to summarize as I am sure that when you get an opportunity to read these; most of the material will be self-evident and some of it will have been covered by other speakers.

Firstly, gentlemen, the Calgary Region Council of Boy Scouts and the Alberta Council who represent Scouts throughout this province have, for many years, been very much interested in the planning and activities in the national parks because Scouts have been camping in the parks, held Jamborees here and consider the park area as an area of special interest. The Scouts heartily agree with the purpose of the national parks set out in Section 4 of the National Parks Act. We are sure that many of your committee members have some familiarity with the Scout program. Some of you may have been Scouts yourselves; some of your wives may have been Guides. You may have children in one of the areas of the Scout or Guide movement so that the problems met by the organization are not entirely new to you.

To counteract the problem that is being faced across this country of meeting the needs of the teenager, the Scouts have recently inaugurated a special program for the teenage lad called the Venturer program. The National parks lying as they do on the Alberta-British Columbia boundary constitute an area which offers a tremendous challenge and appeal to Scouting which can possibly only be appreciated by actual participation in various scouting activities that can be carried out to best advantage in the park area. An outline of some of the different programs may assist your committee in understanding our position. The Scout movement is divided into a number of age groups with the Cubs taking in the youngest age group, 8 to 11. Scouts take in the age group 11 to 14 and the new older boys group called the Venturers takes in the boys 14 to 17. Rovers, senior arm of the scouts takes in lads from 16 to 23. It is expected that the venturers in particular will carry out an increasing part of their program in the national parks where opportunities exist for hiking, camping and climbing not found elsewhere in Canada.

Scouts for many years have been carrying on camping in the parks without much publicity and they have enjoyed a very great deal of co-operation and assistance and encouragement from park officials and wardens who have seen them in their activities throughout the park areas.

Now, I think I should explain to you that the Scout program is not designed to be entirely in the parks. Scout areas in Alberta and elsewhere in Canada have



basic training camps, Scout camps which are usually maintained near large cities and these are the camps where the Cubs and younger members learn something about basic camping skills. We are talking in relation to the national parks of the older boys who can have a challenge presented to them that is not present after they have had two or three summers of camp at resort lakes near their home town. The type of camping that will meet this challenge is of several kinds and includes mountain climbing, hiking and fishing, lightweight camping which is a new venture for many people.

Now Banff has been the host to Scout Jamboree in 1961 a Girl Guide Ranger camp and also a Rover moot was held in 1962. I think the Scouts certainly enjoyed their experience and carried through with their policy of leaving nothing but their thanks. In both Jasper and Banff Scout groups carry on activities but this is a matter relating to the local situation.

One of the new programs being carried on is the Outward Bound program which is designed to give a special type of camp experience for Scouting. Again we hope we will be able to carry on this program in the park areas. To give effect to the type of program we want to carry on it is going to be necessary to augment certain types of accommodation. As the Guide representative preceding me pointed out there is a shortage of suitable accommodation in Banff and Jasper for both these movements to carry on some of their activities. In Jamborees we simply created the accommodation needed by setting up a tent village and bringing in trailers. The park policy as set out in the declaration of the minister includes the erection of shelters in certain designated areas which can be used as a destination for hiking trips. These shelters, and they can be of varying types, can also be of great use in case of storms or winter skiing and camping expeditions.

The Scout movement realizes that while it is a large movement in terms of youth participation in Canada it is not the only organization and that the facilities of the parks must be shared with all other groups that come to the parks. There will be conflicts in priorities. It is hoped that when conflicts arise they will be resolved in favour of retaining that part of the policy that will leave the physical features of the park unimpaired.

Now, in a lighter vein, gentlemen, one of the conflicts is over mountain trails. Some of you who may have hiked on them, particularly in low-lying areas, will have noticed if they are being used for pack trains and particularly in wet up ground after wet weather it is sometimes not as desirable as one would want to walk on these trails because of the accumulation of manure. It is hoped that sometime there will be duplication of dual highways for hikers and horses. I am saying that facetiously but we do get into the back trails.

Now the Scout movement are asking that there be a review of recreational facilities on a national-provincial and municipal level. It is submitted that the only way we are going to know what are needs in recreational areas are is to have a study made in Canada. There has been none that we know of to date to see what our needs are, our expanding population is already crowding campgrounds to capacity. It is not just a national parks matter, it is a matter for every citizen in Canada. We should ask that a Royal Commission or other suitable method of inquiry be held in the near future where all organizations



interested in all phases and levels of recreation can be heard and a catalogue made of what we have and what we might expect to need in this country.

We are primarily concerned with the future preservation of the parks and the access to them that will assist the Scouts in particular but hikers, campers, nature lovers and mountaineers in general to be able to take advantage of the parks that we have. In closing we appreciate the opportunity of expressing our general approval of the national parks policy as set out in the blue book. Scouts have received a welcome in the parks and we hope that this will continue. We hope that when further inquiries are made into recreational uses in this country that we will have an opportunity to make our views heard. With me today are representatives of the Boy Scouts executive of Alberta and we hope that should any questions arise out of any of the submissions in the brief before you that we will have an opportunity to elaborate on these at a later time. Thank you.

The CHAIRMAN: Thank you very much. Mr. Lindsay wishes to speak briefly on the Fish and Game Association presentation. He will summarize it. But, before he proceeds with that I wish to point out that we are joined by another member of the committee in the person of Mr. Lawrence Watson from Assiniboia, Saskatchewan. He is the member for Assiniboia, Saskatchewan. Proceed, Mr. Lindsay.

Mr. LINDSAY: Thank you, I was unaware that my voice was not catching the mike. I have also been asked to present a brief—I will do this in summary—for the Calgary Fish and Game Association. You heard earlier from the President of the Alberta Fish and Game Association, Joe Balla. Representatives of the Calgary Fish and Game Association, including Mr. Lucas the President is here today. This association with a membership of 1200 is affiliated with the Alberta Fish and Game Association and through it, with the Canadian Wildlife Federation. You have, earlier in the year, received copies of the brief of the Wildlife Federation which is subscribed to by our association.

The particular objects of our association which are of interest in relation to the parks are those relating to conversion, management and restoration of our fish and wildlife and renewable natural resources and to endeavour to assist in the education of people in our province of the valuable wildlife and renewable natural resources. The association has had a long interest in Banff and the park here is within two hours drive of Calgary. With the construction of all-weather paved highways all of the national parks in the mountain region, that is seven in all, are within a few hours driving distance so many people have a particular interest in what goes on in the parks. The Calgary Association endorse the policy of the parks set forth in the National Parks Blue book, recently affirmed in the House by the hon. minister.

Now, in so far as the parks are concerned we take the position that as far as possible we wish to see the parks remain unimpaired and feel that tourist services and other general commercial developments, as far as possible, should be located outside of the park boundaries and that where services and businesses in the parks that could be better established outside the boundaries. This is set out in greater detail in the Wildlife brief and I will not refer further to this. The association supports the recommendations of the Boy Scouts Association that there should be a form of inquiry into our recreational resources provided by parks, both national, provincial, municipal or local level with the expanding

population in Canada, with improvements in highways, with more people travelling, each year, to the parks a saturation point will come. Particularly on weekends one will find that the campgrounds are crowded. If we are going to preserve the park areas and provide for the establishment and development of new areas, expanding existing parks at all levels there must be information to base these plans on. We are aware of studies made in other countries, the United States through the Recreational Resources Review Commission and studies in Europe. These while helpful do not assist the Canadian situation.

Now, the association is aware there have been pressures placed on the government in Canada, from time to time, to change park boundaries to accommodate industry or to permit industry to develop inside park areas, and that this is resisted by the existing policy. The Banff park boundary east entrance gate has been changed on at least one occasion. Hydro power projects have been permitted on Lake Minnewanka and the lake level raised for water storage. Fishermen are particularly aware of the dangers from hydro projects created from surging flows of water from the operations of turbines and sluice gates. While it has been below the park area, more than one fisherman has been drowned as a result of releases of power from the power dams.

The policy of restricting or eliminating industrial development within the parks is approved and we note the clean-up of mining camps situated east of the Spiral Tunnels on the Trans-Canada Highway in Yoho Park and that an eyesore has been removed. We note the remains of coal mines at Bankhead and Anhricite and logging camps in various valleys in the Jasper area and have seen the desolation left by recent logging operations in the timber berth in the Yoho Park which was just recently cleaned up. It is recognized it will take time to eliminate some of these developments which pre-date the creation of the parks. But, one can see what will happen if this type of commercial exploitation is permitted to spoil our parks.

Many Canadians expect the water flowing in our mountain streams to be naturally pure and uncontaminated. It must be a shock to tourists who come from afar to view the Bow River and the Bow Falls and to see signs posted warning that the water is unfit to drink as a result of pollution from upstream tanks. We understand that sewage disposal facilities are to be constructed when funds are available. It is submitted that the Canadian government should take a lead in setting an example by showing leadership in eliminating pollution in our streams and we request the elimination of this source of pollution take a high priority.

The association notes the improvement and extension of picnic and camping shelters and sites over the past years and along with the general public our members make use of these facilities. With the increase of population using the parks additional facilities are going to be needed, keeping in mind the over-all aims of park policies. Now, we have followed with interest the program carried out by the parks in re-stocking and stocking streams and lakes. Fishing has been improved as a result of the work done by biologists and fishery experts. Park hatcheries have been a source of fish for stocking the lakes and streams. It is hoped these programs will be continued and expanded. With more visitors coming to the parks, many of them anglers, the pressure on existing fishing resources will be increased.

We note with the interest the publications obtained through the Queen's Printer and through the Department. There are manuscripts and material available on a number of subjects which, if published, could form a wealth of additional information and we would ask that publication of this material be made available and encouraged. It is submitted that people coming to the parks with a knowledge of what they will find will enjoy their visit all the more. There is also a need for improved museum facilities and for trained personnel to interpret to the tourists what we have in the parks. Many people in Canada have little understanding of the importance of their national resources and fail to recognize much that they may see while passing through the parks. A good interpretative program can be a real significant service.

The association is in agreement with the approach to recreation and the Calgary Fish and Game Association support the Park's stated policy toward Olympic games and other types of special sports events. We feel that hiking, photography, mountain climbing and fishing require very little in the way of development beyond trail and wilderness camp, developed trailer and camping areas, hotels and motels, ski tows require extensive development, parking lots, service facilities to accommodate large numbers of the public. Wisdom would dictate that these latter developments should be in controlled areas suitable for their operation and they should be developed outside of the parks and leave the parks free from disturbance.

Now, many citizens have varying interests in the national parks and it is submitted that the best policy contained by the national parks development is well described in Section 4 of the Act which states:

Such parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations.

Thank you, gentlemen.

The CHAIRMAN: Thank you very much, Mr. Lindsay. Now gentlemen we shall resume now hearing from individuals who wish to make presentations from the town of Banff. I am going to call on Mr. Bill Robinson who has two submissions to make, one on his own behalf and one on behalf of Bill Craig.

Mr. WILLIAM ROBERTSON (*Banff*): Mr. Chairman, honourable members of the standing committee, ladies and gentlemen, I would like first of all to correct the chairman on my name which is Robertson, not Robinson. My father explained that in this manner. Robertson was Scotch and Liberal, Robinson was only English and Conservative. This is Mr. Craig's brief.

Gentlemen,

My brief deals with property leasing as presently being carried out in Banff. At the first I should perhaps state that the 42 year lease on my home expires next April 30th. I have made application in advance for its renewal. The Department of Northern Affairs and National Resources has agreed to a renewal but only with a non-renewable 42 year type of lease. I have refused to accept this arrangement on the grounds that the non-renewable clause is contrary to, and not in keeping, with my current lease from which I submit the following wording: "It is further agreed that his Majesty will, at the end of this forty-two



year lease, and in perpetuity, at the end of each subsequent renewal term of forty-two years, grant a renewal lease of the demised premises to the lessee for a term of forty-two years". I wish to submit that, in my opinion, each current lease projects the meaning and understanding contained in it to succeeding lease renewals and that the Department of Northern Affairs and National Resources is breaking faith with a contract that states my lease will be renewed "in perpetuity".

At all times, during the life of the present lease, I have fulfilled its requirements upon which a renewal is promised. For the information of the Committee I should perhaps state that I have been a resident of Banff for 52 years. My wife was born here. During the past twenty-five years, when accommodation was becoming increasingly difficult to obtain to accommodate the travelling public, our home has catered to the tourist trade. In my business capacity I serve the public as Manager of the Union Milk Co. in Banff.

As a long-time resident in the Parks, I find my situation less enviable even than those who have located here in recent years. They have a portion of their 42 year lease to live out, after which they will receive a further lease of the same length. I have been notified that the lease which I have been offered will terminate my ownership of property that has been my home for many years. The shorter period over which the new lease would apply makes it proportionately more difficult for me to sell in the event that I should wish to locate elsewhere. Since my property makes up my complete estate, the failure of the government to honor its written contract both denies me the privilege of a profitable sale which would permit me to locate in another area, or to pass on to my immediate family the property as an inheritance. This seems a high price to pay for citizenship in a land which, at least until recently, seemed justified in setting itself up for other nations to copy in personal freedom and private enterprise. At a time in our country's history when home ownership can be looked upon as the first requisite of good citizenship, it becomes almost inconceivable to the ordinary person that a contract signed in the name of Her Majesty should be considered a worthless scrap of paper to suit the whim of a Department that appears to have no concern over the conditions it creates.

I cannot disagree with a government plan which would introduce new clauses and different interpretations in leases originating now for the first time, as those on Cougar Street, but to insert new meanings into signed agreements of long standing is a breach of faith one would not expect to find in high places in the government of Canada.

I wish to express my thanks to the members of the Standing Committee for coming to our National Parks and in this manner hearing at first hand conditions and the control of property which have recently been so autocratically introduced. I have no hesitation in saying, and I feel that time will verify the statement, that wherever the conditions presently existing in regard to leases in Banff is honestly presented they have aroused a fear that in the government of our day there is a definite drift towards dictatorship.

The CHAIRMAN: Mr. Robertson has his own brief now to read. I apologize for having called him Mr. Robinson but that was the name given to me. Mr. Robertson.



Mr. ROBERTSON: That is quite all right, Mr. Chairman. My reference to politics at the beginning has nothing to do with my present feelings. By the way, this is only water up here and I am not that thirsty.

Gentlemen,

While very definite opinions are held by the group that this brief represents, on matters being dealt with elsewhere at this time, it is the intention of our group, in order to avoid duplication, to deal only with Park Policies as they affect home property and leasing. What follows will refer in particular to residents who came to Banff for the purpose of serving in some manner this area, who brought with them their life-savings which were invested in homes here and who now, because of ill-health, retirement, or a desire to pursue their occupation in another part of Canada, wish to leave the Parks but are prevented from doing so by short-sighted government regulations, chief of which is replacement of their 42-year renewable leases with non-renewable ones. Quoting from the actual wording of these leases I wish to submit the following: "It is further agreed that her Majesty will, at the end of this term of forty-two years, and in perpetuity, at the end of each subsequent renewal term of forty-two years, grant a renewal lease of the demised premises to the lessee for a term of forty-two years if the following terms are complied with". At this point in the lease three conditions are set forth all of which good citizenship would and should demand from the lessee. Briefly they are: (1) a six months notice that the lessee wishes to renew the lease; (2) full payment of all rents due on the property; and (3) the performance of all the conditions of the lease in question during the leasing period. For the government of our country to abrogate such an agreement, signed in good faith on behalf of the Crown, is a prostitution of justice which to me is inconceivable in this land of freedom that we call Canada. I am sure I need scarcely rehearse here that, as a veteran of World War I, I considered I was fighting against, rather than for, such governmental conduct.

While the conditions of those whom I represent vary considerably as to their reasons for locating in Banff, the length of their tenure here, their amounts invested in homes and their reasons for now wishing to leave the Parks, I shall use my own case as an average example for the information of the Standing Committee. I came to Banff in 1950 as Postmaster on a transfer based on merit. In 1951 a wood lot was obtained at a cost of \$612.00. At the time of purchase it had neither streets, lanes, gas, water or electric service lines, gutters, curbs nor sidewalks. In fact now, after fifteen years, it has still neither curbs, gutters nor sidewalks. My complete life savings, plus a further amount of \$5,500 obtained through a mortgage, were invested in a home built in 1951. I am now retired and, for health reasons, my wife and I have been advised to seek residence at a lower altitude. Two years ago a prospective buyer was prepared to close a deal for my property but backed off when non-renewable leasing was announced and when he learned that no property transfer would be agreed to unless the purchaser satisfied the local Parks Superintendent that his services were necessary in the National Park. I am unable to locate elsewhere without realising on my investment here. In other words, the funds brought to Banff from another province, plus subsequent investments, are frozen assets and the regulations which are, I believe, intended to prevent people from retiring in Banff and Jasper, are

making it impossible for some retired people to leave. Even the knowledge that my home is my entire estate may not enable the Members of your Committee to properly evaluate the hardship caused by the regulation in question, so I would like the liberty of respectfully asking if each of you would be satisfied to have limitations that exist here applied to the disposal of your own home, or to your desire to locate elsewhere, if your health, the pursuit of your vocation, or other good reasons demanded it.

During the last twelve months, in an office that required considerable travel, I visited more than 120 centres in this province. Because of Press notices appearing at that time, interest was keen in conditions existing in Banff and Jasper National Parks and at each point people were astounded to learn about regulations such as those being opposed, being introduced and applied in a land where people are prone to speak glibly of personal liberties and freedom. While much has been said, particularly in Eastern papers about excessive profits here, I learned in the same travels that in innumerable cases in rural areas, land which had been purchased fifteen years ago at \$10 per acre was now selling at prices ranging from \$100 to \$140 per acre. In Banff, as in other urban centres, it is doubtful if sales represent profits greater than the devaluated amount of the Canadian dollar over the same period, plus a reasonable advance due to the natural laws of supply and demand. To correct false impressions and misrepresentation publicized by the press, more particularly in Ontario and Quebec, I hope that a "white paper" may be made available to every Canadian tourist visiting our Park next year which will honestly portray recent government regulations being enforced here with their resulting harm and that it may attach blame where it properly belongs.

Any announcement by the government that it is prepared to pay "fair market price" for property which it takes title to at the end of a leasing period can only raise a spectre in the minds of us who have had experience with the Department in this regard. May I explain this personal reaction by stating that even, as Secretary Treasurer of Banff School District, and one of our surplus buildings was to be sold the Department of Northern Affairs and National Resources matched a private offer of \$140,000 with their "fair market price" of \$1,000.

Gentlemen, I would not have it appear that the group I represent (even if we are now domiciled here against our wishes) is opposed to regulations of any Department of the government if their prime reason is to make Banff town-site a worthy show-piece in the eyes of the hundreds of thousands of tourists who visit annually. In fact, there are certain regulations that we believe should be more stringently enforced, but, they are not those which tend, as short term leasing will assuredly do, to create cheap construction; they are not those which prevent mortgage loan money to be available in Banff as it was under the previous system; they are not those which have been experimented with in the United States and have been discarded as unworkable; they are not the autocratic type of regulations now being used to supplant an earlier system which built tourism in Canada to where it ranked second in the economy of our country; and they most certainly are not those which are discriminatory in their nature and, as such, rate the people residing within the National Parks as Second Class citizens.

Thank you, sir.

The CHAIRMAN: Gentlemen, I have a report from the hospital that Mr. Mayberley is resting comfortably and his doctor is satisfied with his condition; know you will be relieved to know that. Now, gentlemen, I am going to call Mr. Yarmoloy, who wished to present individually his own presentation. I have only 12 copies of Mr. Yarmoloy's speech, but the members will use the copies to the best of their ability. Mr. Cecil Yarmoloy?

Mr. CECIL YARMOLOY (*Banff resident*): Mr. Badanai, Honourable Member of the Standing Committee on Northern Affairs.

My brief is being presented to you in order to show the uncertainty that has arisen as a result of recent policy of the Department of Northern Affairs and National Resources.

The main problem that I personally have experienced has been the obtaining of a long term mortgage on my perpetual lease in order to build a residence for my family. So as to reduce my brief to as little opinion and speculation as possible, it will be necessary for me to continually refer to a variety of correspondence between a number of offices.

On or about June 1st, 1964, I acquired a partial ownership in the form of registered title to a lease known as Villa Lot 5, Block 2. An Undertaking was signed relative to our lease. The body of the Undertaking is as follows:

Existing Residence and storage shed:

This, honourable members, will be the third page of my brief.

These buildings to be demolished by June 1, 1965.

New Residence:

Plans and specifications to be submitted to the Superintendent for approval. The building to be erected under permit and completed by December 31, 1965.

May I further introduce myself by reading a letter, dated May 30, 1966, addressed to Mr. Arthur Laing. It reads:

As a Banff resident for the past six years our main problem has been suitable accommodation. We are a family of seven and have lived for the first year in a basement suite and the remaining interval in a 2 bedroom house which we find completely unsatisfactory. Since the demand for housing is at a premium we have had to pay \$150 per month on a year basis plus utilities. On a teacher's salary this becomes somewhat difficult.

Of relatively recent date we bought a lease on which we anticipate building a house. The perpetual lease acquired is to be renewed in 1980. C.M.H.C. has refused to grant us an \$18,000-25 year mortgage. Enclosed is the letter of refusal. What assurance can we get from your office, C.M.H.C. that we will receive a renewal of our present lease. Would you be so kind as to discuss this problem with their office and thus help alleviate our personal accommodation problem? Your help in providing necessary service—teaching—to this town would be greatly appreciated.



A letter dated March 12, 1966, for a mortgage on a residence, reads as follows:

We would like to make re-application for a loan and would kindly request that you send to us all necessary forms to be filled out by me and my contractor. Our contractor will be E. Fedor Construction of 56 Columbia Place, Calgary.

I may add that our application for a maximum loan was accepted last year, but we had to withdraw the application as our contractor had undertaken more work than he was able to complete under the Winter Works Program.

omit one or two sentences, because of time; my signature appears at the bottom. A reply from C.M.H.C. of May 27, 1966, denies to me the right to a mortgage, I may add, to a long term mortgage.

Further to our letter of May 2, 1966—

And this is a letter being received from Central Mortgage and Housing Corporation.

—we regret to advise that the lease is completely outside the term requirements and therefore unacceptable. The mere renewal option contained on the final page of the lease is meaningless for our purposes unless and until the lessee actually applies for a term renewal, and although she might make that application now, the lessor would almost certainly not extend the term until May 14, 1987 when the one presently provided for will have run out.

We will be returning your plans and specifications together with a cheque for \$35,000 covering the refund of the application fees.

This was signed for W. G. O'Reilly, the branch manager. A reply of May 28, 1966, reads:

We have received your letter of May 27, 1966 in which you indicate you cannot extend a mortgage to us on a 25 year basis as the mere renewal option contained on the final page of our lease is meaningless for your purpose. Would it be acceptable to obtain a mortgage of \$18,000 for a 20 year repayment period? If this is not acceptable could you kindly indicate what sum for what length of time could be borrowed from you?

A letter dated June 1, 1966 was received from C.M.H.C.; it reads:

We thank you for your letter of May 28 regarding your mortgage loan application.

We regret to advise that the 20 year repayment period as suggested in your letter is not acceptable. According to our Head Office instructions the maturity date of the mortgage is to expire a minimum of five years prior to the expiry date of the lease. Under these circumstances, we would suggest a 15 year amortization, however, the maximum loan would be \$15,500.

Please advise if this will be acceptable. We will then proceed to obtain the concurrence of our Head Office on this basis. As there would be some possible revision to the lease before full acceptance is made, we



would appreciate it if you would forward two copies of your lease which will be forwarded to our Head Office.

Another communication of July 18, 1966 from C.M.H.C. suggests a surrender of my perpetual lease. It reads:

Your lease in light of the shorter mortgage term has been reviewed by our Legal Division in Ottawa. They have stated that the lease term is now acceptable but as I had previously mentioned, there are other considerations that make the lease unacceptable to the Corporation.

They have suggested that a new lease be drawn up along the lines of lease used in Jasper Park. A photostatic copy is attached.

Would you kindly examine the attached and if it is acceptable, arrange to have a new lease drawn up and executed.

My final letter of October 12 from Central Mortgage and Housing, reads:

As requested in your letter of October 3, we wish to advise that the present lease is unacceptable to the Corporation as apparently it was drafted only with the view to existing habitation. No provisions have been made for construction of a new dwelling. As far as the lessee is concerned, the document is not at all suited to conditions of new building, particularly since there is no provision for the payment of compensation to the lessee at the end of the term based on improvements installed by the lessee.

We are attaching a sample copy of a lease for use in the Banff area which is acceptable and its provisions being substantial to those contained in the lease form used in the Jasper Park area, a copy of which was forwarded to you with our letter of July 18.

I may add that I have a final photostat of a mortgage acceptance where, and I continue from my brief:

A very short term loan was approved on November 18, 1966. On the strength of this I got in touch with my contractor, only to find that the contract price had to be altered from \$24,500.00 to \$26,000.00 due to spiraling wage and building costs. The cost to me for the lot was \$8,000.00. At the end of 21 years it appears there will be no value to this lot. C.M.H.C. offered me a very short term loan of \$15,196.00. An additional amount of approximately \$11,000.00 would have to be brought in from some other source outside of Banff, I may add. Since it appears that no renewal will be forthcoming on my perpetual lease at the end of 21 years, any prospective buyers would hesitate to purchase the house at a normally depreciated value.

Gentlemen, at the moment, it seems that my only solution is to abandon hopes of building in Banff so as to prevent a considerable loss to me.

In conclusion, as a Biology teacher, a conservationist of Wildlife, as well as a Bird Watcher, I am interested in the protection and preservation of the Rights of our most important National Resource. I am also interested in raising my children in favorable circumstances so that they may enjoy their wildlife heritage.

I thank you, ladies and gentlemen.

The CHAIRMAN: Thank you, Mr. Yarmoloy. Gentlemen, we will now hear the last original submission that we have on the list; Mr. Cecil Philpott from Banff.

Mr. CECIL PHILPOTT (*Banff resident*): Are there any butterfly collectors in the audience, because I have a variety I would sure like to get rid of. Pardon me, I will get my glasses.

I have lived in Banff continuously since May of 1931. During that time I have donated approximately 15 years of free public service in Banff. We have heard many platitudes in this hearing, so far, regarding the parks, particularly about the policy as laid down by its founders that the parks were to be preserved in their original state for future generations to enjoy. I have heard the ministers reiterate this in meetings I have taken part in, such as Mr. Lesage, Mr. Hamilton, and Mr. Dinsdale; but not a word has been said about some of the policies laid down by the founding parks body: Leases, and the conditions under which the invited residents were to live. They did not expect us to be thrown out. If we are going to abide by the original concepts, then let us abide by the rest of the concepts as outlined by the government at that time.

Mr. Chairman, members of this Committee, and neighbours, shortly after the formation of the Banff National Park, the crown invited people to take up leaseholds in the townsite in perpetuity, by paying the ground rent only—no purchase price or any other condition. They were same crown's representatives, who at that time laid down the rules and regulations of this park. Why is the present minister, regardless of the crown's written promises, trying to alter these leases? Who made this park what it is? Those early pioneers who left their own lands, slept in sheds, attics, basements, and verandahs, so that the tourist could be comfortable in these vacated beds.

It is true, they profited; and why should they not? Just because these same pioneers and descendants have made this big business today, why should the Queen's minister expect them to lie down, abandon their life's efforts and estates, and their perpetual leases as granted by the crown; should this be taken away just because the venture was successful? Suppose it had not been successful, Mr. Laing has stated that a property recently sold in Banff for \$800,000—and the government only gets \$45 a year out of it—I ask: Who put up the money for these improvements, who put the energy and foresight into these enterprises, and thus making of today's values? Not Mr. Laing, nor the people of Canada, but the leaseholder. I believe this property in question during the depression was lent to the bank for \$300,000. Would Mr. Laing take it under these conditions? Of course not. It has been erroneously published over the width and breadth of Canada about the favoured park residence, subsidized like the railroads by public treasury, this is untrue but widely believed. We pay ground rent, school taxes, hospital taxes, and utilities, exactly as anywhere else; and they are not partially subsidized either. We also absorb 50 per cent of the water, sewer, and fire protection, installation and maintenance costs. The CPR golf course alone is reputed to use 400,000 gallons of water per day in the summer. It is a one-sided story too, because with very simple arithmetic, you will discover Banff residents pay over three times for this service than they should; that is, by published

figures Banff had two million tourists in 1966 to date, with an average stay of two days; this figure is too low. This then gives us four million 'people days' in Banff, as tourists, against 3,500 residents of 365 days stay, which equals 1,277,000 resident people days. If you equate these figures for comparison, you arrive at figure of 3.13. This means, for every resident day, the tourist has 3.13; so we pay three times too much for the services outlined.

It is true the government spends huge sums here in town and the park in general, but much of it is wasted expense, such as, the Oberlander Commission, the Crawford Commission, the Town Planning Commission, the Traffic Commission, the Burgess Commission, and others. For what? Whitewash, and the waste of public money. All these have cost the country hundreds of thousands of dollars, yet, a small coal mining town out of the highly subsidized park—16 miles east—have cement sidewalks all over town; we do not have even decent foot-paths as sidewalks for the two million tourists, who come here, to walk on.

Propagandists have printed in leading newspapers across Canada that the park residents are living cosy lives, subsidized out of public funds; they are not told the truth at all. Naturally the populace believe what is in print, but it is far from being as lopsided as depicted.

Now, our leases: The ruling monarch gave us leases in perpetuity on several conditions; that we request at least six months in advance our desire to renew the lease, that we are paid up with our ground rent, that we observe and perform all agreements and conditions of the lease. Now, we experience leaseholders being victimized—one at a time, and by devious means—to surrender a legal perpetual lease for a term lease. Here are two identical cases: A residence and two cabins on a perpetual lease lot—and in this case the poorer property got the best lease—and I have photostatic copies here from the Land Titles Office. A surrendered their perpetual lease for 44 or 42 plus 21 year renewal clause lease without any struggle to the leaseholder. B. he is told he works for the government, so he had better sign. He surrenders the perpetual lease, and the new lease is for 42 years with no renewal clause, property to be used only for residence—there is no mention of the two cabins—the next step of persecution might be to demand the demolishing of these cabins. Do you feel that these two individuals received fair and just treatment?

I wish to cite other examples. A grandmother left her estate to her grandchildren to be administered by her child, to use any and all revenues as long as this child lived. At the death of this child, the property is to go to the grandchildren. It now looks as though the perpetual lease has since been surrendered, and the possibility that the new 42 year lease will rob the beneficiaries of their lawful inheritance.

D. We have a case where a parent dies and leaves her perpetual lease to her son. Leases are not assigned as they were by the new lease issue, so the son in his early 20's has the leasehold for 42 years. At age 63 this lease will expire; not only will the man be homeless, and lose his life's work, and providing he raises a family, there also will not be this ordinary asset of a home for his children's inheritance.

E. A hotel was built in 1939 by Mr. Otto Tom, the lease was for 42 years with a perpetual renewal clause. The property was sold to Mr. Chanley, and the



a Mr. Bannister. Mr. Bannister in turn sold to a group in Edmonton. The lease was assigned in these sales and at the time of the last sale there was only 17 years left of this assigned leasehold before renewal.

Leases are not assigned anymore, a new lease has to be negotiated, and a new certificate of title issued. The certificate of title is registered in the Land Titles Office in Calgary, but there is a registered mortgage of \$460,000 against this property. Strangely, the terms of this lease are not filed, as they are in all others that I perused. So what fool would loan \$460,000 at 12 per cent on a 17 year lease? Naturally there has to be a new lease with the terms on it. Why is it not registered? It is generally believed—and circumstances substantiate this belief—that a new lease was issued in perpetuity, and could thus provide the answers for the huge mortgage. This is the property that received permission to build, illegally, because of height zoning. The permit was issued, and it was the following year that an order in council was pushed through; so it was done legally, as the Banff Advisory Council claim.

By the way, since I wrote this brief—I wrote it prior to yesterday—I received a letter from a well known lawyer. It is a personal letter, but I will read you the part of interest: The Bow View lease; you needn't have gone to that trouble at the Land Titles Office, I paid \$4 for a certified copy of the lease and could have told you—and I think I did—that they took over the perpetual lease and did not have to take a new lease. I gave the lease to Donald Cameron, and he has it; he used it in his arguments with the minister.

#### F. To Whom It May Concern:

Because the writer does not actually believe that our federal government wishes to become the guilty party in matters of discrimination and/or unnecessary coercion, I thought it the duty of a good citizen and a longtime resident of the town of Banff, Alberta, located in the Banff National Park, to bring to the forum for open discussion by those appointed as the guardians of citizen's rights, certain questionable situations, and a recent experience of one local resident in acquiring a lease of a residential property in Banff townsite.

First, regarding discrimination, it is my understanding that a number of earlier leases have been issued since January 1965, also, that the worst of these residential leases are the first batch from that date. Those following—I am given to understand—contain amendments more advantageous to those who held them than the first mentioned. The question therefore rises in my mind and in the minds of many others: Are not the first named group being discriminated against simply because of a matter of timing? Again, because of varying circumstances, they were forced to sign such leases at the time, although they knew they were unfavourable. Many of their advisors—legal and otherwise—advised them not to sign until amendments could be obtained. This brings us to a question of coercion, and has there been any in the handling of leases since January 1965?

While handling the business of my wife, Mrs. E. M. Whiley, holder of a lease on 427 Martin Street, I discussed the point at issue in the lease offered her for that property. I was advised, legally, and by those concerned with such matters legally, that I should advise my wife not to sign at that time, as a better lease was in the offing. I telephoned my wife, at her place of work, that same morning, to that effect. However, an hour or so later, she was presented with a lease by a



local parks official for signing. Mrs. Whiley stated she would like to discuss the signing further with her husband. She was informed in reply that she must sign immediately as this lease had to be in Ottawa in a matter of two days or so. My wife—against advice, to the contrary—felt that she had to sign, and did so.

Again, the question: Was there, or was there not a form of coercion in some measure? If so, surely it should not be repeated in the interests of good government, and amicable relations between our park administration and park residents. This is submitted in the mutual interest of all concerned.

Faithfully yours,

B. F. Whiley  
CPR employee, Banff

There are people who have put their entire lives—except when serving in the armed forces—and fortunes, in their leaseholds held in perpetuity by agreement of the ruling monarch, who now breaks her word. They now find themselves in a position whereby they will not own their homes at some future date. I refer you to item "D" in this brief regarding leases, and I read again:

D. We have a case where a parent dies and leaves her perpetual lease to her son. Leases are not assigned as they were, but a new lease is issued. So, the son in his early 20's has a leasehold for 42 years. At age 63 this lease will expire. Not only will the man be homeless and lose his life's work, and providing he raises a family there also will not be this ordinary asset of a home for his children inheritance.

Are we, or is the ruling monarch, aware of this stealing of our estates, and our children's inherited birthright to their parent's substance? Homes are not amortized, so it is a complete loss in that direction. Yes we have heard a lot about compensation, but when? In this particular park, the government built a road and a bridge on a man's property dividing it in two. I believe this was freehold land at that time in Lake Louise in the early 20's. He was not asked for permission to use his land. In the middle of the summer of 1966, this party has not received compensation. So, I ask: Could we expect compensation? Not in this world, and no means have been found yet to send it to the next one.

I can envisage Banff, and neighbouring parks, as the lease tends to expire they will be terribly unpainted, neglected, and uncared for. There will be a lot of fires until the time comes when we can no longer get fire insurance. Then what do we do if our homes burn down seven or eight years prior to the termination of the lease; we would be, literally, on the road. There would be nothing for the government to have to reimburse us for, and no insurance. Who is going to pay taxes or utility for those last few years?

Under the present uncertainty of our leases, even people who want to get out, cannot; why? Because there are no buyers. I understand there are around 20 properties up for sale at this time; not all listed. Please tell us what will happen so that we may die happy in the knowledge that even if our homes are going to be stolen from us, our remains will be able to rest in perpetuity in the cemetery plots we have bought with the agreement of perpetual care; or are we again going to be disturbed a second time? It is not a pretty picture.

We would also like to know that happens to these properties, such as the Banff Springs Hotel, Chateau Lake Louise, the Banff Mineral Springs Hospital, and the Banff School of Fine Arts. The Banff School of Fine Arts is building a new \$2 million auditorium, does this revert to the crown in 42 years?

If the above large concerns are free from this threat of losing their holdings, why is the little man made to suffer? This is not justice; this is showing a distinct preference for the monied few. Any construction in the future, under these circumstances, is going to be of the very poorest quality, designed to last no more than the 40 odd years; they will, literally, be held up by the wallpaper. Is this what the Department of Northern Affairs and National Resources want to happen to the national parks? I, for one, feel your new policy is going to lead to a shacktown with no feeling of pride by anyone. I repeat, is this what you wanted?

The CHAIRMAN: Thank you, Mr. Philpott. Gentlemen, it is 5.20 p.m. and I suggest that we adjourn until tomorrow morning at 9 o'clock. We shall then have two brief submissions, and the rest of the time will be used for questioning witnesses who have appeared before us with briefs. Is that agreed?

Some hon MEMBERS: Agreed.

The CHAIRMAN: This meeting stands adjourned until tomorrow morning at 9 o'clock.



## EVIDENCE

(Recorded by Electronic Apparatus)

FRIDAY DECEMBER 2, 1966.

9.20 a.m.

The CHAIRMAN: Gentlemen, I see a quorum. First, I should like to inform the Committee that we have another member who has joined our Committee this morning—a member of the Committee—Mr. Ron Basford, a member from British Columbia. Ron, will you stand up please? Mr. Basford is the member for Vancouver-Burrard.

Gentlemen, we are pressed for time to say the least this morning. We are going to hear four submissions. Whatever time is left after that we will have questions. But, as we must leave Banff on or about 12.30, we intend to adjourn at 11.30, have a quick lunch and then journey on to Lake Louise. After a brief stop at Lake Louise, we will proceed on to Jasper. I hope that these arrangements will meet with your approval.

I will ask those who are presenting their briefs this morning to kindly summarize their briefs by taking about 10 minutes and then filing their briefs with the members. The first one to summarize his brief will be Mr. Alfred L. Harris.

Mr. ALFRED L. HARRIS (*Chairman, Action Committee on National Parks*): Mr. Chairman, I was here on Friday evening to introduce the conservationists on the program and I understand now that a great many of them have presented their briefs and the others will be presenting them to you in Jasper. I do not wish to read my brief to you, I think you can go through it yourselves. The only points I want to bring out so as to save time this morning, is merely to touch on the recommendations of this brief. Very briefly, we have recommended that the provincial governments of the various provinces and Alberta, owe a duty to the people to set up new park areas designated to provide the type of recreation normally handled by private commercial interests. For example, skiing, boating, camping, night entertainment, beverage establishments and similar tourist attractions. This way the national parks could retain their place as natural shrines for all Canadians. Very briefly we believe fundamentally that what has happened in the Banff National Park as in other national parks in Canada is that recreation, as a whole, in Canada has not kept up with the needs and that a great many of the people who are coming here, really are not coming to obtain the benefits of what a national park should be, but simply that there is nowhere else to go and we feel that other means of recreation need to be established.

Secondly, and this I think is the most important part of the brief, we believe there should be implemented forthwith a federal-provincial conference on recreation and leisure. We believe that if the federal and the provincial governments set up such a conference and get into the question, that the parks, as an



integral part of that question, would then receive a proper view and the proper legislation would then be passed to cover the situation. Finally, we believe that the status quo should be established or preserved and no further inroads in the parks should be allowed until this conference is concluded.

Finally, we believe that the present leasing is too generous and in order to protect the policy of containment, a shorter lease period in the neighbourhood of 15 years for residences and 21 years for commercial purposes would be advisable. We deal with each of these points in the brief. The one or two points that I did not deal with in the summation, I would like to cover. For instance on page 6 to deal with the Banff School of Fine Arts, which we think is a very fine institution, however, it should be limited in its expansion if you wish to keep within the scope of the parks act. Dealing with the ski areas, very briefly we state that if you continue to develop ski areas in the park, you will discourage ski areas outside the park and in so doing, it is a double edged sword, the more you let in here, the less you get out there and you defeat your own purpose. I deal with living accommodations, in terms of leasing and the administration of the townsite in the brief very briefly.

My final word is that we received word very late that some of the briefs were expected to be in French. We are sorry, we will try and get this one translated and get copies out to the French members so they will be able to discuss this in their constituencies. Thank you very, very much.

The CHAIRMAN: Thank you, Mr. Harris. We shall hear from Mr. Kurt Steiner, who has an individual submission to make on tourism in the Rocky Mountains national parks. Copies have been furnished to each member.

Mr. KURT STEINER (*Resident of Calgary*): Mr. Chairman and gentlemen of the Committee.

(*Translation*)

Gentlemen, I regret that I do not have a French copy for the same reason given by the person who preceded me.

(*English*)

I refer to page 2 of my brief:

The criteria for National Parks by which the Natural and Historic Resources Branch of the Department of Northern Affairs and National Resources, is guided, namely:

- (a) To preserve the Canadian heritage; (b) To ensure this and future generations of Canada the opportunity to use, enjoy, and benefit from the value of national wilderness;

are valid.

They summarize perhaps better than all the legislation before you, the concepts which should permeate the operation of national parks. You will find at the bottom of page 2 and on page 3 an official translation made by the Swiss government governing the regulations of their national parks. I would also like

to draw your attention to Mr. Conrad L. Wirth, former director, National Park Service from the United States, who—and I quote:

He speaks of "historic and scenic sites showing signs of ruinous wear from the impact of too many feet."

Fortunately the Canadian government, due to its foresight and projections and vigilance, have not had to face the problems which the United States are now trying to remedy during the past 12 years. I also would like to take issue with a brief submitted I believe on behalf of the provincial government to the federal government which says and I quote:

"*Virtually all of the Rockies are confined within the boundaries of the National Parks*" and that increases in tourism will of *necessity* occur in the parks.

I would now refer you to the map on page 5 which will show you that those parts of the Rocky Mountains which are outside the national parks, are virtually the same size as the entire alpine area of Switzerland.

For the purpose of this map, the eastern limit of the Rocky Mountains shown on the map has been defined for this purpose as all areas above the 6,000 foot contour. The eastern limit of the Rockies on the map is then the generalized location of this contour. The Foothills were taken as the area more than the former, which lie in the average altitude range of Europe's fine mountain resorts and are a much higher altitude than for instance the mountainous areas of Japan to mention but one. I would also like to draw your attention to page 6 and point out that the total area of Switzerland which lies in the Alps is 61 per cent and 12 per cent in the Jura mountains and 20 per cent in the national boundaries. Of Alberta's, not Canada's, total area, Rocky Mountain National Parks only comprise 2.758 per cent—that is on page 6—On the other hand, mountainous areas within the province of Alberta but outside of national parks, are more extensive than the national parks and larger than the total alpine area of Switzerland. It is hard to understand, therefore, the logic expounded in the provincial brief, that the national parks are an Alberta problem and not a national problem.

Simple logic would dictate that the province of Alberta evaluate and conduct a feasibility study in its own mountainous areas with a view to opening them up to tourist and winter sports development. If such a program were implemented, and there is sound reason to believe that it could be if a sincere effort were made in this direction, tourism in Alberta would increase a hundred-fold in less than a decade without depriving Canadians from coast to coast of the natural beauties and wilderness motivating most visitors to the national parks.

The provincial brief's argument that "virtually all of the Rockies are confined within the boundaries of the national parks" lacks validity on the basis of facts just mentioned will bear this out. There is no necessity to, and again we refer to the provincial brief, "cram all visitors into three towns for accommodation". All the province of Alberta has to do is what the Swiss did since over 100 years and that is to develop the untapped resources to welcome tourists and winter sports enthusiasts.

The provincial brief also complains that "there is very little to do after dark, or on a rainy day, in Alberta's national parks. And the recent policy is to discourage virtually all forms of recreation and entertainment."

Page 7 will indicate to you that the precipitation of Banff, Lake Louise, Jasper and Waterton is less than Calgary, Edmonton, Lethbridge, Red Deer and Medicine Hat, but even if the total rainfall in the Rocky Mountains were three times what it is, it would not act as a deterrent to those visitors who come to enjoy the natural beauties and their wilderness.

Apart from this, it must be borne in mind that healthy and educational programs are sponsored by the parks administration both on rainy days and on days of sunshine.

The brief, in dealing with the "very little there is to do after dark" obviously, and surprisingly, overlooks the fact that the establishment of cocktail bars with or without entertainment, the methods and legislation governing the sale of alcoholic beverages, night clubs and other diversions, are technically under the joint jurisdiction of the federal and provincial governments, but the fact the jurisdiction at this time is exercised by the province of Alberta.

As for the ideals underlying national parks policy, this conservative attitude on the part of the province of Alberta is welcomed. For some years now, the government of the province of Alberta has liberalized regulations governing, among other things, the establishment of cocktail bars, night clubs and similar entertainment. The decision to do this is to the credit of the provincial government. Tourism income figures over the past few years have clearly borne this out. I am referring to figures of the province.

The issue is not that such facilities, sought by some tourists, be contained or restricted but rather, I contend, that there is no place for such facilities in a national park.

If and when these regulations are further liberalized, we feel that commercialized interests will establish cocktail bars, night clubs and other such establishments outside the national parks. There are a number of communities less than 10 miles from the confines of this park which would lend themselves admirably to such establishments provided provincial legislation will authorize them.

It is hard to conceive, furthermore, that the provincial brief, takes the national parks administration to task for the lack of such facilities, when actually, it must blame itself. For how could anyone lodge a valid complaint about non-existent facilities in the national parks when the provincial and not the federal government has the overriding jurisdiction in the matter, unless the federal government were to pass special legislation to make it the sole authority and it has the right to do so.

While we agree that overcrowding during the three summer months does occur, it is public knowledge that the federal government has, without success repeatedly endeavoured to interest competent commercial operators to increase certain types of acceptable accommodation and other facilities, under terms and conditions which virtually ensure the success of any such enterprise on the basis of these conditions, provided they are administered efficiently and competently.



It is most definitely not the government's function to build an additional commercial accommodation.

On the premise that figures speak louder than words, let it be said that the number of visitors to the Mountain National Parks increased by 10.56 per cent from 1963 to 1965 during the period running from April 1 to August 31. This is on page 9.

During that same period, the number of hotel and motel beds available have increased by 12.63 per cent while the total number of tent sites in the mountain parks increased to 12.67 per cent and trailer camps have increased by 13.63 per cent.

Summarizing them you have a tourist increase of 10.56 per cent, an increase in motel and hotel beds of 12.63 per cent. Tent sites 12.67 per cent and serviced trailer sites from 13.63 per cent.

An accusation is also made that the construction of motels and hotels has not kept pace with the requirements but according to the figures in my possession and they are authoritative figures, the increase in the number of units available in the Rocky Mountain national parks in the period from 1957 to 1965 is 48.9 per cent, or 1,121 units. Pages 11, 12 and 13 show you in graph form what I have just pointed out.

The same provincial brief also claims that it is the park administration's responsibility to increase accommodation for summer, namely seasonal workers. During the summer of 1966, an endeavour was made by certain Banff citizens to raise a total of \$3,000 for trailer rental from commercial establishments requiring summer help and which, as a result, should be the most likely group to be interested in making any shortage of seasonal accommodation for workers. The apathy in this direction can best be gauged by the fact that the total that was gathered in this drive for \$3,000 hit just 50 per cent.

On its own initiative the Banff Welfare Council secured a few trailers capable of accommodating 30, out of an estimated 2,000 summer workers and his commendable initiative further demonstrates the disinterest which the majority of employers have in the matter of housing their seasonal workers.

The brief also maintains that "some of the thousands of summer workers flooding into Banff last year actually had to sleep in the forests". The facts are that a handful did just that and were quite properly prosecuted for doing so.

There is no plausible reason whatsoever why such part-time summer workers should have to live in the parks.

The provincial brief complains bitterly about the exploitation of seasonal workers by unscrupulous Banff residents who charge exorbitant rentals for often quite unsatisfactory accommodation.

What the brief neglects to point out is that reasonably priced accommodation can be secured within a few miles of the national park and that seasonal workers do not have and should not have the right to live in the national parks. Many of them incidentally travel far further each day to go to university than they would have to travel if they lived outside the park. In any event, the housing of seasonal workers is the responsibility of the employers and most certainly not that of the national park administration.



Now with regard to tourism and education, those attending establishments such as the Banff School of Fine Arts definitely fall within the definition of tourists as established by IUOTO, and subsequently approved by U.N.O.

We cannot agree with the definition given in the provincial brief of the "stimulation of education". Nor is it factual to state, as the brief does, that "parks policy is to discourage education, except in connection with nature" and that "the Department of Northern Affairs has stated that this, namely seminars, conferences on business, agriculture and social problems are an educational service that is not desirable."

If you care to read the *Albertan* this morning, you will see that they have an extra 42 acres to expand.

It is indeed a surprise to gather from this part of the brief,—the provincial brief—that its proponents are unaware of the tremendous and constant expansion which the Banff School of Fine Arts is undergoing since its establishment.

Now we come to skiing. Following is that part of the provincial brief dealing with the skiing in the Rocky Mountain national parks. I quote two paragraphs:

Successful ski resorts the world over locate accommodation facilities at the foot of the ski hill, thus eliminating daily transportation. This is what skiers seek. Recently, stated National Parks policy indicates that accommodation facilities will ordinarily be permitted only miles from the slopes.

Ski operations in Alberta national parks have not been profitable because most of them can do only a weekend business. Operators have not been permitted to build accommodation to attract week long visitors—

and so on.

It is totally gentlemen, untrue to say that "successful ski resorts the world over locate accommodation facilities at the foot of the ski hill". This may have been so years ago, but the trend has changed.

As a perfect example, the only one being submitted in order not to lengthen this unduly, are the so-called "Downhill Only" ski clubs which are sprouting all over Europe and which are headquartered in countries as far removed as Great Britain. True to this motto, members of such organizations go by rail or on foot to the top of the slopes and come down on skis.

It is senseless to make a comparison between ski facilities in countries such as Switzerland, for example, and the potential of the national parks of Canada in this field.

As already obvious from the legislation governing the only 120 square mile national park in Switzerland for instance, winter sports are definitely not permitted therein. The Swiss national parks have no restaurants, no accommodation, no residences and no facilities created by the human hand.

Then, let us bear in mind that in the Swiss Alps alone, there are 128 winter sports resorts, with a total of 1,516 hotels and boarding houses, having a total nightly bed capacity of 64,434; that, according to official Swiss figures, virtually everyone old enough to walk in Switzerland is a skier, and in the period from November 1965 to April of 1966 alone, no fewer than 1,211,899 arrivals of Swiss skiers, namely 20 per cent of the Swiss population was registered. It is assumed

at a considerable percentage of these same Swiss skiers are patrons to the Juro mountains and adjacent areas.

Thus, the number of Swiss skiers having visited their own country's alpine ski resorts for at least two days, during a recent five month period is almost equal to 90 per cent of the total population of Alberta including every man, woman and child.

Other official Swiss sources have volunteered the following information. The potential within a 500 mile radius of the Swiss alpine ski resorts is 80 million. The potential within 1,000 miles is 200 million and the potential with 1,500 miles is 300 million people. May I now quote the comparative figures for the Banff national park. In the 500 mile radius, the total potential population is 7,670,000, in the 1,000 mile radius it is 25,379,000 and in the 1,500 mile radius it is 62,992,000 compared to the 300 million in Switzerland.

The question remains what is the potential of the Rocky Mountains national parks as a potential ski resort.

Any endeavour to equate skiing facilities required in Rocky Mountain national parks to those of Switzerland reflect, to say the least, poor judgment.

It was impossible to ascertain from the Canadian Amateur Ski Association what they estimate the number of skiers in Canada to be. But the United States Amateur Ski Association, in a letter dated August 24, 1966 estimates the number of skiers in the United States to be 3½ million but referred us through the Forest Service at Ogden, Utah which in a letter dated September 2, 1966 has this breakdown. Total number of active skiers in the United States is 1,500,000. In the 3 western United States, including Alaska, only 500,000 as part of this 1.5 million. New England including New York the Virginias and Pennsylvania it is 400,000 and the Lake States, 400,000. Therefore they arrive at an optimistic figure of 1,500,000 potential skiers in the United States as compared with 1,200,000 skiers in Switzerland who skied only during a five month period. What is our potential to draw from the 500,000 U.S. skiers within a 1,500 mile radius. I would estimate that this potential is between 1 and 2 per cent spread over a period of several years.

The proponents of the provincial brief are quite welcome to draw a statistic conclusion and I do not think they will stand up. But the second contention, in the provincial brief is that ski operations in the Rocky Mountain national parks have not been profitable "because most of them can do only weekend business". The brief then claims that operators have not been permitted to build accommodation to attract week long winter visitors. Obviously forgotten is the fact that almost half of the tourist beds in Banff and Jasper alone, are unavailable during the winter. According to Canada's Mountain National Parks published in Toronto, the number—and I shall not bore you, I will just give you the totals—all year round facilities available here are 3,528, but available in summer only are 1,462. In other words you have 3,528 beds that are now vacant or cannot be used for one reason or another and I put it to you that any operator who would even think that he could operate without going into the hole would keep these places open.

The next contention by the province is that Albertan skiers are virtually given "Colorado, Idaho and Switzerland for ski holidays." We submit that Swiss, French, Austrian, Italian, German and other European skiers visit ski

resorts in other than their own countries and if a static should ever arise in the movement of people be this in summer or winter, all countries engaged in tourism as a vital asset to their economy, had better start looking around for other revenues for their economies.

We agree with the provincial government that the brief when it states that "Alberta has some of the best conditions in North America", but we add that they are among the most expensive in the world and that no matter how affluent our society, visitors soon spread the word about exorbitant prices being charged for accommodation and services.

I again quote from the provincial brief. "It should not be a hardship to stay in the national park. If we make it so, our tourists will not return." In another statement in the provincial brief this is belied since within a very few paragraphs, they say that tourism has increased by 50 per cent.

From the provincial brief one would gather that the money of every Canadian taxpayer should be spent to benefit the commercially interested residents of Banff. It is also inferred that they are forced to live in Banff in order to do business there.

Not a single person residing in Banff and doing business there, is being forced to stay there. Not a single one of them can claim that he or she was unaware of the national parks policy when moving there and since, notwithstanding these alleged hardships, they elected to establish in the national parks rather than in other areas of the province, surely this is an indication of their preference.

Park officials are also accused of having "little sympathy with the cause of the tourist, the cause of the businessman".

If anything, we would accuse the parks administration—and do so quite freely—of being somewhat remiss in their duties by acquiescing to many unreasonable wishes of the businessmen in the parks. The parks were established for the benefit of all Canadians not for the exclusive benefit of a group of businessmen established here.

It does not lie within our self-imposed terms of reference to deal with the leasing policies, since we deal with tourism only. But unless strong government action is taken to avoid the exploitation of visitors by commercial interests in the national parks, they may soon be faced with problems similar to the ones encountered in the United States a few years ago.

It is, in our opinion, the responsibility of the federal government to protect and to preserve the national parks areas on the one hand, and to see to it that adequate and appropriate services are provided for visitors at reasonable rates.

If, as the provincial brief claims, "Alberta's tourist industry is being seriously hampered by the present national parks policy", then provincial statistics of tourism which show enormous increases from year to year, should and, in our opinion, must be questioned since we are conversant with the methods used in compiling them.

But assuming for a moment that the provincial argument holds water, then we would recommend what has been said earlier: The province of Alberta, endowed with natural resources which would enable it to develop the tourist



industry as the largest within the province's economy. Such development is clearly the responsibility of the province and not of the federal government.

Correlating national parks areas to provinces by population densities, has been done by a spokesman for the province are totally unsustainable.

The brief also claims that "unfortunately all of the accessible mountains in Alberta are contained within the national parks." This is incorrect. The only point to raise in line with this contention, however invalid, is that the fault lies not with the national parks but again with the provincial parks.

Among the grapevine stories which were quoted in the provincial brief is the one that the Canadian national parks are getting a bad name, because of heavy crowds, queues, inadequate toilet facilities and poor service. I would like to dwell on the last two words "poor service".

Yet within a paragraph or two of this contention, the very same brief says that tourism has increased by 50 per cent in the past 5 years, which latter figure may apply to the total number of persons visiting the Rocky Mountain national parks but certainly does not apply to the number of visitor nights, which are the only ones of consequence to the tourist industry.

What is perfectly true, and will be borne out I believe in the findings that are about to be published, is that the length of stay period in our Rocky Mountain national parks has been drastically shortened to as little as below two days from as much as 7 days a few years ago. I contend that the reason for this is primarily that visitors do want to see the natural beauties of the national parks, but are certainly not prepared to give them the time they had intended when faced with the absolutely exorbitant charges for accommodation and services in relation to the quality.

Instead of deriding the federal government parks policy, we would recommend that the Banff-Jasper Chamber of Commerce make a survey along similar lines and either self-police the members of their organization or else, appeal to the park authorities to do it for them.

Completely overlooked in the provincial brief is the fact that visitors' statistics are based on the number of cars entering the parks. It is puerile to affirm that everyone entering a national park is automatically going to spend one or several nights there.

About 18.25 per cent of the total attendance and no less than 60 per cent of the skiers using Mount Norquay originate in Calgary. The vast majority of these visitors will come to the parks with their families, spend a day, more often than not, bring along their food and refreshments. It can be safely said—and I am giving you a great benefit of the doubt, but I am sure that operators here can bear this out—that less than 10 per cent of Calgarians visiting the parks stay here overnight. And less than 20 per cent visit restaurants and similar establishments, except perhaps for a cup of coffee or an ice cream cone.

The ever-recurring comparison of the national parks with Switzerland, as already mentioned, is an approach which, to any person competent in the tourist field, must come as a surprise unless it is taken as a reflection of the lack of knowledge which the proponents have of conditions in Switzerland.

The provincial brief than puts forth the valid argument in favour of additional accommodation for summer workers. This as I have already said, is the



responsibility of those requiring the services. We do not agree with the remedy suggested in the brief, that more buildings should be dealt with in the parks. For examples of the profiteering that is going on here at the hands of seasonal workers, may I refer you to page 11 of the provincial brief.

Reverting to the winter sports aspect of the national parks, the provincial brief mentions, among other things that "many skiers travel to the famous resort areas by air". If you gentlemen can mention any major international ski resort with the exception of Innsbruck, Austria, that has a closer connection to an airport, I would be pleased to hear about it, because I have been unable to find it.

However, as already refuted by facts and figures, there is not the slightest merit to the contention of the provincial brief that additional accommodation for winter sports should be built.

The proponents of the brief belabour the comparison of our national parks to Switzerland on a plane that is totally unrealistic. As an example of this mention is made of the fact that there are "hundreds of resort towns and villages in the 10,000 square mile Alpine area—and that Switzerland, according to the brief—has five large cities." As already mentioned, Switzerland has a total of 128 ski resorts, 65 communities in excess of a population of 10,000 and the Alpine area of Switzerland, though 10,445 square miles, the actual skiing area is but a very tiny fraction of this mileage. The overcrowding of all summer and winter resorts is far worse in the United States, and European countries, and for the last few years including countries behind the Iron Curtain, than they will ever be in the national parks.

It is quite obvious that the proponents of the provincial brief have not visited any European summer or winter resorts since the end of World War II. If they had, they would agree with us that our traffic problems in the national parks are the envy of all European and most U.S. resorts.

I have taken quite a long time in this, but I would like also to refute the statement that we do not have, or allegedly do not have, skiing facilities and that Swiss facilities draw United States tourists away from us. May I tell you that the total of U.S. tourists visiting Switzerland was 9 per cent of all tourists.

Regarding mountain climbing trips, the contention is that only less than 1 per cent spent overnight in the wilderness. My contention is that in order to enjoy wilderness, you do not have to spend one night. Those counts that are far from complete, indicate that last year far from being 1 per cent, which would be roughly 5,000, the number of visitors to the wilderness was 331,000 on the basis of those counted, but there are contentions that a figure of 700,000 is considered reasonable.

I do not wish to go forward with any further recommendations. You have these on pages 22 and 23, and I will not take the time of other people who you may wish to listen to.

The CHAIRMAN: Thank you, Mr. Steiner.

The next brief to be heard is from Earl Smith of the youth hostels of Alberta. I suggest that any future witness be as brief as possible, because our time is very limited.

Mr. EARL SMITH (*President, Mountain Region, Canadian Youth Hostels Association*): Since our brief is rather short, I shall quote large portions from it.

speak as the president of the Mountain Region of the Canadian Youth Hostels Association. This is a national organization and we have offices and other affiliated groups across Canada. We are concerned with probably three aspects. The operations of the national parks, the provision of the kind of accommodation that our members need, and the effect of the national parks policy on future development and future usage by our members, once they grow out of our ranks.

The Canadian Youth Hostels Association welcomes the opportunity to present this brief to you. We are intimately involved with National Parks and greatly concerned with their management. We hope to present to you certain facts and the implications we draw from these facts. We do not intend to pass judgment or to criticize either officials or concessionaires. We hope that we have avoided all appearance of this.

The Parks Act states that parks shall be preserved in perpetuity for the people of Canada. We agree wholeheartedly with this concept. Our concern is that it appears that many of the people may in effect be prevented from *claiming* this heritage.

It has been stated in the Parks Policy that the parks are for all the people and that special interest groups such as ours should have no claim to an individual place in the system. Once again we agree that this principle is valid, but there is a great difference between the principle and the fact. If it were not for special groups such as ours thousands of young people would be effectively denied use of the parks for most of the year. Ours is the only organization that we are aware of at present at least providing the kind of accommodation for accompanied young people that their parents can trust—and afford—at the same time. The emphasis here is on “unaccompanied”. We feel quite certain that no member of the Committee would suggest, in view of the social problems prevalent today, that unaccompanied young people be encouraged to share motel accommodations so that they can afford to stay in the National Parks. While the Canadian Youth Hostels Association has had its share of problems, we feel that we have been competent in this regard, in fulfilling our obligations to our members and their parents.

We do not deny that we are a special interest group, but we do reject the connotation of the term that has been taken by Government generally in Canada. Our members are citizens of Canada: no more and no less so than any other citizen. As such they should enjoy the same rights and responsibilities as all Canadians. One of these is right of access. In order to provide this access for young people, their parents and other interested adults formed our association. It has existed in the world for 56 years and in Canada for 33 years.

Its sole purpose is to provide the kind of accommodation necessary to enable young people to travel on their own anywhere, including Parks areas, with a minimum of supervision in order that they might better take their place in society as responsible adults.

We also reject the connotation taken on the grounds that special interest implies a group with narrow interests that appeal to only a few. Such a concept of Hostelling is totally inaccurate. Admittedly, all our members share a common love of outdoor activities, but there the similarity ends.

Now, in explaining our value to National Parks, we could point out that under our group membership scheme, many more young people use our facilities than would be indicated by membership figures, which in Alberta are about 500 for the City of Calgary and surrounding area. And another 500 for Alberta, and across Canada 4 or 5 thousand. Many Boy Scout groups and similar clubs use our facilities as group members. And in addition any bona fide educational institution can use our facilities without membership. In 1966 we had five such school groups, and these five alone accounted for a usage of 300 to 350 bed nights.

It has also been argued that because we have a membership fee, our Association is restrictive. We reject this argument on the grounds that our membership fee is no more restrictive than the Parks entrance fee. It is levied for the same purpose—payment of maintenance costs.

We have intended that the foregoing facts and interpretations should illustrate that our Association is not opposed to Park Policy as it affects us; nor are we incompatible with this policy; and we do provide an essential service within its framework.

The Parks Policy has stated that our facilities and those similar to ours should ultimately be replaced by Government-run institutions. We are not totally opposed to this suggestion. In fact, if this were to happen, about 90 per cent of our work load in this region would be eliminated and we could direct our energies to expansion outside the National Parks. It should, however, be pointed out that at present our facilities are owned by the National Parks. They have little to take over!

But the point that we are trying to make here and the aspect of the situation that concerns us mostly, is what is going to happen if our association is replaced?

If the Government does take over our services, the policy implies that they will merely make buildings available and the supervision that we provide for individual travellers would be discontinued. We urge that every aspect of such a takeover be thoroughly investigated before such a step be taken. For if our facilities should be eliminated and not replaced by equivalent facilities, the National Parks would appear to be in the peculiar position of neglecting a segment of our population to which other Government departments are presently giving a great deal of attention—namely our youth.

We also submit for your attention our concern with the cost of visitors services. There can be little value in our providing low-cost supervised accommodation if the visitors cannot afford to take part in other activities. This comment applies mostly to winter activities, since summer activities, such as hiking, can be done with little cost and we hope to broaden our point of view here to consider more than just hostelling. Now to give an example, we estimate that a person may join our ski tours for a cost not exceeding twelve (12) dollars. This would include transportation to our furthest hostel from Calgary, accommodation and food for two days. Trips at one of our closer hostels can run for as little as \$6 for a weekend. If however, the same skiers wish to lift ski, the cost goes up to as high as \$20, and this \$20 is an increase from the \$6, not from the \$12, because our nearest hostel is the one that is closest to the lift-served areas.

To take a broader view, we consider the general public. Should an individual wish to ski for a weekend, he might get by for as little as twenty-five (25) dollars for 2 days. But if he is a good skier who prefers the big lifts, this



could go as high as thirty-five (35) dollars. Thus a single person who is an avid skier would spend about one-hundred dollars a month if he skied every weekend. But consider a family with two children. They might spend this sum of money in two *days*. In fact, we have found that among members who have grown up in hostelling, married, and left our active ranks, are some who have been forced to abandon their skiing activities because they can no longer afford them.

We present the foregoing, not so much as a criticism of area operators, but because it offers the easiest source of figures to illustrate what we believe might be a trend in all aspects of all visitors services in the national parks. We sincerely hope that you will investigate thoroughly this most important question. There is little point in the Government owning all facilities in forty-two years if no one can afford to use them in the meantime. We are very concerned that the National Parks could be, for ten months of the year, an exclusive rich-man's playground.

Finally, our attention turns to land use in the Park. The conservationists in our Association are concerned that the Park is being disfigured not by ski-lifts and townsites, but by roads. In recent years, roads have been cut into several good hiking areas and rendered them much less enjoyable than previously. Plans have been announced also for new roads into presently virgin areas in Jasper and Banff Parks. Unfortunately, discussion on this topic within our Association that is, is quite subjective and what is considered disfigurement by one, is improvement to another. We can say, however, that the general opinion is, given a choice, we would prefer to see money that is now being spent on new roads, being spent on hiking trails and shelters.

In conclusion, we wish to say that we appreciate the interest of the Committee in the problems here. We hope that you recognize our concern that appropriate accommodation for the younger generation will always be available in the National Parks. The other problems we have indicated are submitted for your attention and will, we hope, be considered as areas for further investigation.

The CHAIRMAN: Thank you very much Mr. Smith.

Mr. SMITH: Thank you.

The CHAIRMAN: The next presentation will be made by Mr. Millard—Mr. MacDonald Millard please kindly come up forward. He is representing the Alberta Tourist Association. Mr. Millard.

Mr. MACDONALD MILLARD (*Past president of the Alberta Tourist Association*): Mr. Chairman and gentlemen, it is a pleasure to be here today. I was very pleased to have the opportunity of speaking at Banff instead of going to Jasper because it is a little out of the way for me. I am here as past president of the Alberta Tourist Association, I am a lawyer by profession, but I took an interest in this work through being an active member of the Chamber of Commerce in Calgary 15-20 years ago, and eventually graduated into the tourist group, and have been very active in that organization since. I have been out most of their executive meetings and have got the pulse of that organization. I will try and tell you what they think of the proposal for the change in policy in the National Parks.



We first of all regret that you are not seeing them in the summer time, and only in the winter. It would have been much more interesting to you, and you would have seen the crowds of people who do enjoy these areas in the fine weather in the summer time, from all over Western Canada, Ontario, Quebec. You will see cars here from all over this country, and many of the American States here all summer. As you can take it from my remarks, I love these mountains, I have lived here all my life in British Columbia and Alberta and just love this area.

Now reading from my brief which is not too long to read I believe, I would like to read it.

The tourist industry is one of the best means of providing foreign exchange to enable Canada to reach a balance of trade and protect the value of the Canadian dollar. No export of goods takes place (excepting only a few souvenirs and foreign tourist trade generates more new money on our economy than almost any product exported from Canada, without using up any of our natural resources. Tourism can be sold again and again and each time tourists bring more foreign exchange into Canada, they improve the standard of living for Canadians.

Every dollar generates at least ten dollars worth of new business to add to the Grand National Product which in turn is taxed by both Federal and Provincial Government at very high rates, as you gentlemen know and assists the Canadian Taxpayer.

I am sure the Minister of Revenue and the Minister of Trade and Commerce will agree with me on those statements.

Tourism and tourist facilities are inseparable. Without adequate facilities tourists cannot be persuaded to come to Canada, or these mountains. Tourism can be made Canada's greatest producer of foreign exchange, if proper and adequate facilities are provided, because we have the scenery, the climate, and the people who are willing to serve the tourists.

In answer to an argument that has just been presented to you, and something I am sure a lot of these members sitting here today as members of the committee from the House of Commons know, there are dozens of charter flights out of Montreal every winter to Switzerland for skiing. There are even two charter flights out of Calgary, as far West as Calgary to go to Switzerland for skiing. Why? Because we have not got the type of facilities and the type of accommodation that they find in that fine country. And it may be said that they are not contained in their National Parks, true, but they only have a small area set aside for National Parks and they allow the people of their country, some million of them, to make tourism their greatest source of income, and to keep the Swiss franc high in the monetary scale in the world.

The extensive and large National Parks located along the Rocky Mountain are without a doubt the most attractive National Park areas in the world. Our government has seen fit during the past 50 years, to set aside almost the whole of the Rocky Mountain area lying between Alberta and British Columbia for the enjoyment of Canadians and our visitors, an area larger than many states or countries.

Now this is in contrast to the statement made by the former speaker in this chair, and I will defy him to show me any parts of Alberta which has the same type of mountains or the same possibility as those contained in the National Parks on the Alberta side of the border. We have nothing left that is as good as contained in the National Park areas to develop, and I am sure gentlemen that there are not as many naturalists and bird watchers in this world as there are skiers, let alone tourists.

The development of facilities within the Park area has been the secret of its popularity. The modern tourist demands facilities equal to those found elsewhere, and private enterprise has supplied these.

Under the old regulations of policy the Banff Springs Hotel, Lake Louise Chalet, Jasper Lodge and other fine places have been built. Would they have been built under the present policy that is being enumerated?

Some hon. MEMBERS: No.

Mr. MACDONALD MILLARD: I doubt it.

Practically all tourists are sightseers and use the highways and roads that have been opened up for vehicle traffic, but during the past 80 years, in the 7,000 square mile territory, only 220 miles of road has been opened up and only 25 or 30 square miles, including those roads, of this vast area, has been developed to take care of the hundreds of thousands of tourists who visit these mountains.

Of a possible two million visitors in any one year, over 99 per cent never leave the developed areas or leave the highway and penetrate the wilderness for a distance of more than one mile.

It is very nice to say we must retain wilderness areas, but how much and for what portion of the people would we be doing this? And have we been doing it. At the present rate of development, 25 square miles in 80 years, we could expect 250 or 300 square miles to be developed within the next 800 years. This would only be approximately 4 per cent of the total area then. Then wilderness area is now being used by less than 1 per cent of the visitors. In fact your own records, park records show that only .1 per cent took out permits last year to go into this wilderness. It is reasonable to believe that the auto vehicle is here to stay and therefore people's habits will remain the same, as long as this form of transportation is used. This means that at least 95 per cent of the Rocky Mountains Park areas will remain as wilderness for many hundreds, and if not a thousand years.

I will give you examples of the places I have been, like Lake Limon, Egypt Lake, those places of the wilderness for our grandchildren and our great grandchildren. And who is going to say that people a thousand years from now are going to enjoy them the same as we do. We feel that 1 per cent have gained the ear of the department officials of the Department of Northern Affairs, and that the other 99 per cent of the tourists are being ignored. And this, in a democracy known as Canada.

If the policies of development of the past 80 years were to be carried on by the Government, and not discontinued there would be no danger of the elimination of the tremendous stretches of wilderness contained within the boundaries of this beautiful area. In fact, no one wants to see the park area developed to an

optimum 100 per cent. I do not want to see Lake Limon developed, I do not want to see Egypt Lake developed. Keep those, keep those areas, but they are way off the beaten path gentlemen. But surely the development of even 10 per cent would not be unreasonable over an extensive period of time. Do not forget that this Park area in places is 90 miles wide and 200 miles long. It is a terrific area. The modern tourist does his touring along a highway, he takes pictures, enjoys picnics and does his fishing within easy walking distance of his car. Our experience with the average tourist is that the entertainment he is looking for must be convenient and reached quickly or he will go on his way. Because of this, the new highways have proved most popular and have increased the number of visitors tremendously.

The average tourist complains about the cost of visiting our park areas and the restrictions on their use. The lack of facilities and the restrictions on buildings are largely to blame, as without competition, more high standard accommodation is being supplied.

In other words, when anybody gets a permit to build, they try to build better than the last one so that they will be able to charge a little more for the accommodation, because they know the demand is there from the public. And very little of cheaper accommodation, except camping facilities has been supplied. There is no happy medium to accommodate the average tourist and his family. Many tourists do not use or own camping equipment, in fact, only about 20 per cent do according to our surveys. Under present conditions it is obvious that camping along the highways is being subsidized by the parks administration while accommodation in the developed areas is being heavily taxed. What is required are more out of the way medium cost facilities. And at this point may I say we are a 100 per cent behind the hostel organization—the speaker preceding me on the floor. Similar to Emerald Lake, we need places set out like Emerald Lake, Moraine Lake, Lake O'Hara, Bow Lake, which are very popular and are somewhat off the beaten path.

Most summer tourists enjoy out of the way accommodation, as can be seen through the reservations made in all the points I have mentioned.

They enjoy getting away from the urban development where they live and this gives them a complete change. The development of town sites is not the answer, as far as the tourist is concerned.

He does not want to stay by a railway with the chugging and the noise of a diesel engine at his back door, or out of the window of his motel. He does not want to stay where he can hear these diesel trucks going down a highway every time one passes him while he is trying to get a night's sleep in a nice quiet National Park. He wants to be away from that. He wants quietness and restfulness. He came here to enjoy our National Parks, not to be disturbed. And the development of these town sites is not the answer from our point of view.

He enjoys walking right into the wilderness out of his accommodation and any tendency to build blocks, apartment houses or highrises in our parks should be stopped right now. Development should be along the lines practiced in Switzerland where they have catered, successfully, to all nations of Western Europe for many years.



The facilities to date have been improved under the old regulations, and the control appears to have been effective. The tourist industry hopes there will be no curtailment, but rather an enlargement of past policies.

It is foreseen that if the policy with regard to land use and land tenure is restricted, then the industry will not be as willing to risk capital (in many cases a family's life savings) in a venture that will have or leave little or nothing at the end of the lease period to hand down to the children or to sell. Without the initiative of the individual who has to a large extent been responsible for the development to date, we will have to depend on corporations with hired help. This will not give the tourist the atmosphere, the welcome, and the personal interest in his welfare he now receives at many of our small establishments. Lack of security will kill a large part of the industry within the Parks.

After 42 years, what could a man turn to? I have not heard of one retiring out of these Parks, after 20 years service, like an RCMP constable or man connected with the military. He cannot do it, he has lived his life here. He is too old to move into some other branch of life. You cannot make it in this Park in 20 years. If you do, it is a fortunate sale of your property that allows you to do so. We have only 2 to 4 months operation in the summer time. We are at a high altitude, and only those who are open in the winter time for the skiers are able to operate the year round, or anything like 8 or 10 months. And that is only a small portion of the facilities of the Parks which are open. I submit private enterprise is essential in this type of development. If private enterprise is removed, this can become another CBC effort, and a millstone around the taxpayer's neck.

The future of our parks is tied in with park policy and the question arises, why change when no damage is being done and the development has been maintained under the policy and regulations of past years. The proposed policy smacks of Americanism and we all know how unsatisfactory the accommodation and facilities of the National Parks in the United States have been.

There may be some change now, I will say, because of the new regulations in the States, but private enterprise is now being encouraged to come into those parks to change the old policy and to give the people of the United States the accommodation which they want.

Private enterprise has done a far better job in Canada than it has in the States so far. These parks are too large to depend on facilities being provided on and outside the parks the size of them prohibits that. The visitors must be taken care of within the boundaries so that they can spend several days or weeks enjoying same. Any policy which does not provide entertainment and adequate facilities for 99 per cent of our visitors will fail in its object, and the tourist industry of Western Canada will suffer because a very large percentage of our tourists, both foreign and local make the Rocky Mountain Parks their objective or goal when touring this part of Canada.

This means that the tourist industry from the American border north reaps the benefit of tourists passing through in thousands.

Good accommodation every few miles can be found all the way from the American border up here. If you want to see a wilderness gentlemen, just go up to Rogers Pass, see Glacier Park, see Revelstoke Park. And how many people



stay there, how many people visited, how many people make use of it? More to be had if they are required, such as Revelstoke and Glacier. There is all kinds of mountain area back over this first range of Rocky mountains, which can be used for National Parks, and the national government can obtain it if they want more wilderness area. Anything to encourage sane and sensible development within our large park areas, including the division of some into zones, and the maintaining of perpetual rights, will be welcomed by the tourist industry, which, in this area, depends so much on the popularity of our mountain parks. It does not make sense to destroy the economic value in order to create a wilderness area between Alberta and British Columbia, through which railroads and highways have been constructed and must be operated and maintained. There is a terrific difference between our National Parks and National Parks elsewhere. I know of no other National Parks that has the trans Canada highway through them, and main lines of railways through them, and towns and maintenance caused must be there in order to take care of the facilities. If the department of Northern Affairs is not prepared to carry on in the manner in which it has in the past; then we suggest they hand back large parts of these areas to the provinces, and keep small National Parks like they have in Switzerland. Thank you.

The CHAIRMAN: Thank you Mr. Millard. Gentlemen, we have now a brief submission by Mr. Zeiter who has a personal and unrelated problem to expose. I shall give him about 5 minutes. Mr. Zeiter.

Mr. Erwin ZEITER (*A resident of Edmonton*): Ladies and gentlemen, I am going to be as brief as I can since I only have 5 minutes. Ladies and gentlemen after coming to Banff and the National Parks here for some 20 years in 1962 I had a dream which led me to believe that people like myself, being of European origin, also could come here and build a little motel and perhaps retire here. In 1962 I attended the National Parks offices here and enquired what one had to do in order to obtain a lease and secure some land, in order to build something here. I was informed that this was not so simple because the leasehold land is owned by various individual people who had been living here for many many years, and to obtain them one had to buy them. So I looked into the zoning to see where I could put a motel up, and I was informed that there was certain areas only designated for a motel or a motel development. After further enquiry I was able to obtain 4 lots which was zoned at that particular time for a motel, and I got the impression that it would not be too much trouble to develop something there. So after auctioning the property I asked the superintendent to tell me what else had to be done in order to develop, and was told that I had to submit some plans, and these would be forwarded to the Ottawa head office for their consideration. At that time the superintendent could not tell me whether I would be able to build or not. After some plans, various surveys and soil tests, etcetera, the plans were forwarded to Ottawa, and in 1962 I received approval in principle, which led me to believe that all my problems had been solved. In 1963 I still had not been able to obtain a building permit, although I kept on enquiring and wishing. In 1964, some two years later, I was informed by the department that the land in question would not be permitted because the Oberlander report had not been adopted yet, and therefore I could not build on the same land. Now, in my opinion, if the Oberlander report has not been adopted yet, then the department should go back to the

original zoning, the original use of the same land. And today, In 1966, I still have not been able to obtain anything at all. This involves all kinds of hardships representing a very small group of 4 people only who have invested \$72,000 in cash, and who have prepared, planned and various other things to the amount of another \$10,000, and some 4 years later I am still sitting where I was in 1962. I have not even been able to get the transfers yet, no consent has been given. Now, if the consent should have been refused, then that should have been done before I paid out the \$72,000 to the Banff people (*passage not recorded*), but they have been kept at the superintendent's office for some 16 or 17 months, and only after that time did I receive a refusal.

Now, in my opinion there is something definitely wrong, either with the Parks policy, or with the way this case has been handled. Thank you very much.

The CHAIRMAN: Thank you Mr. Zeiter. Now, gentlemen, this concludes the submission of briefs and presentations. It may interest you to know that you have heard exactly 26 submissions up to the present time. As agreed yesterday that we now question the witnesses, those who wish to appear, that have appeared before us, we shall now proceed with that order.

Now Senator Cameron who was the first to submit a brief, is not able to be here this morning. However, we have Mr. Alexander Forbes. Mr. Alexander Forbes, as you will recall, submitted a brief on behalf of the Banff School Board. In his place, to answer questions, will be Mr. Smith, the secretary of the school board. Mr. Smith will you please come forward.

Gentlemen, you are free now to ask questions. Now, Mr. Smith, the Secretary-Treasurer of the School Board. Mr. Horner?

Mr. HORNER: I have some questions that I want to put to Mr. Smith primarily concerning the management of the townsite. From your experience with the school board, which is the only municipal body as such in Banff, do you feel that more local self-government is needed in the town of Banff to run your own affairs?

Mr. SMITH: The provincial government has recently passed legislation granting the school board the powers of a municipality, and in this way we are already granted the powers of additional taxation. If the people wish to build anything like an artificial ice skating rink which they have at the present time they will have to bring this to the school board and we will have to publish bylaws just like any other municipality.

Mr. HORNER: How do you feel about making the townsite of Banff a freehold property and allowing the people of Banff to run their own affairs under regulations that would keep the national parks as we all want them?

Mr. SMITH: I think that would have to be board policy. I am only a paid member of the board, I am not an elected member.

The CHAIRMAN: Are there any further questions?

Mr. LAMBERT: We had a representation this morning at considerable length from Mr. Steiner about those people having to work in the parks should live outside of the parks. How many school teachers do you feel that you would be able to maintain on that basis?

Mr. SMITH: I do not think that we would be able to keep any, except that we have 3 school teachers on the board now who already own their own homes in Banff. They would stay but I do not think the others would.

Mr. LAMBERT: We had a brief by Mr. Yarmoloy. Is his problem an isolated one insofar as your teachers are concerned, or are there parallel ones?

Mr. SMITH: There are parallel ones. We have a new teacher on the board who would desperately like to build a house if he could obtain a lot. He is just a new teacher who came last September.

Mr. TUCKER: What is the situation regarding leases outside the townsite?

Mr. SMITH: Do you mean outside the park? We also have three teachers who are living at Harvie Heights. One owns his property at Harvie Heights and the other two rent.

Mr. CROSSMAN: Are the present owners of these apartments and living accommodation charging excessive rents to these people? Could you explain this? They have mentioned it several times in their brief. You must be acquainted with the problem.

Mr. SMITH: The one teacher who made that comment is a single teacher and she rented the apartment. When she left in June she was paying \$85 a month and when she came back in September she was asked to pay \$120 a month for the same apartment.

Mr. LAMBERT: Is this the general condition throughout Banff?

Mr. SMITH: Teachers seem to run into that problem all the time.

Mr. LAMBERT: What about other residents? What about summer accommodation for the part time employee? Is this the same?

Mr. SMITH: The part time employee in the summer time finds it practically impossible to obtain accommodation.

Mr. LAMBERT: Are the rents high?

Mr. SMITH: Most people want to rent on a night to night basis at the full rate in the summer time.

Mr. LAMBERT: But during the teaching year, from September until, probably, the end of June, is there any reason why these rents should go up like this—from \$85 to \$120? Is this an average?

Mr. SMITH: I would not say that it is an average but it happened in this case.

An hon. MEMBER: Mr. Chairman, I would like to ask the witness whether because of the special circumstances existing in Banff as a townsite, any thought has been given to providing teacherages in order to deal with this problem.

Mr. SMITH: The board has considered that problem. The board own the Banff Avenue Auditorium down on the next block and at one time they made proposition to the Parks Department.

An hon. MEMBER: As a long time member of the Banff Advisory Council what are your views with regard to local self-government in Banff? Do you think that more local self-government would resolve a lot of the problems that you now have with the administration?



Mr. ROBERGE: Most definitely I do. Speaking about the Advisory Council, I believe that we definitely are in a position where we can offer at all times very definite and constructive advice, especially within the realm of the townsite.

An hon. MEMBER: What do you think about taking the townsite as such out of the national parks and making it a freehold property and allowing you people full citizenship and the right to run your own affairs?

Mr. ROBERGE: Sir, that is a problem that the council—I can be very definite here—has never considered. The town exists right now as it does, and it is just one of those things that could never ever happen overnight. There would have to be a very, very long term solution to this problem I am sure. We have never considered anything of this nature at all.

An hon. MEMBER: Do you not feel that this would be a solution to a great number of problems that now affect the townsites of both Banff and Jasper?

Mr. ROBERGE: I think I would have to meet you halfway there. I do think that it would solve some of the problems, but I do not think it would solve all of them, definitely not.

Mr. BARNETT: Mr. Chairman, I would like to get filled in a bit more while we have Mr. Roberge here on the actual working arrangements that have existed in the past between the Advisory Council and the local townsite administration of the parks branch. Has there been a functioning arrangement for regular meetings between the superintendent or the townsite manager and the Advisory Council? My question is somewhat related to that asked by Dr. Horner. I want to get a picture of the extent to which the Advisory Council functions as an unofficial city council and what impact its existence has on the day-to-day management of the townsite.

Mr. ROBERGE: I can assure you, Mr. Barnett, that the association the Banff Advisory Council has with the parks branch and the government at all the various levels is of the best. We are always compatible; we have our differences as all governments do, but we sit down and if we want to air a problem we are always well received and both sides of the question are listened to. So far as the function of the Council with the department here is concerned, we have our own monthly meeting of the Council itself. The following week we meet with the superintendent and the park officials, and the minutes of our meeting of the week prior and also the minutes of the last previous meeting with the department are gone over, problems that do exist and were brought to our meeting are discussed with the superintendent, and recommendations are made. Usually these recommendations have to be forwarded to the regional office or to Ottawa for consideration.

In the case of announcements from the department from the Ottawa level the Council are usually the first to receive them; we are always notified of changes, and so on.

Mr. BARNETT: Quite a number of references were made by various people who appeared before us to the problems of such things as sidewalks, curbing and street improvements generally—things that normally come directly under the management of a town council in other places. Do all such matters have to be



referred to Ottawa for consideration if recommendations come from the Council, or is there a working budget that the local management can use in consultation with the council to make improvements?

Mr. ROBERGE: We have committees, sir, in the Council that handle certain phases of the townsite, and once a year—it has been several years now since this has happened—but usually once a year we are approached at a meeting with the department and asked to submit projects, more or less, that we feel have a high priority. These usually go back to a special meeting of the Council where we discuss the problems, and what we feel has to be done first, and so on. Recommendations are then discussed with the superintendent. These have to be forwarded to Ottawa to be included in the estimates for the following year. All this has to be budgeted. I do not know whether the purse strings are a little too tight down there at times, but we have had our problems, I can assure you, in getting certain projects done. Some of them right now are years and years behind times.

Mr. TUCKER: Mr. Chairman, I would like to ask, since as far as I can gather most of the dissatisfaction has taken place since 1958, whether there have been any changes made in the terms of the leases to private or commercial holders since that date?

Mr. ROBERGE: Most definitely, sir. I can name dozens of cases where, in each case, it is practically a different lease. I will tell you an incident. During the change of the lease, when the renewal clause was being withdrawn and a straight 42-year non-renewable lease was being offered by the government with no compensation, I believe there were six or seven people in Banff who signed those leases. Shortly after because, as I imagine you are all aware, of the arguments that were put forth by the citizens of the three national parks and the ruckus that was created—the Minister then changed his lease. He offered, shall we say, a bit of compensation. He rescinded the lease by saying that compensation will be paid. These people right today still have that 42-year non-renewable lease in their possession with no compensation being paid. We have approached the department, stated their case, the matter has been forwarded to Ottawa and we have had verbal assurance that the matter will be looked into. Since that time, as you know now, they are offering a 42-year standard lease with compensation paid at the expiration date. There is also a clause in the new standard form lease to the effect that a renewal term for a set period will be granted at the minister's discretion.

As far as commercial leasing is concerned, basically they are issuing 42-year non-renewable non-compensative leases. The first lease that was issued in the new commercial development outside the townsite was a 21-year lease. This lease was disputed and since then 10 more years have been added to it. The government offered another type of lease when tenders were being solicited from prospective developers to develop the town staff summer accommodation. The lease they were offering was a 42-year lease with an automatic 10-year renewal clause to it. The Council advocates that there should be one standard form lease—a 42-year lease, renewable, with compensation paid.

Mr. TUCKER: I have also heard it said that it is impossible for residents to obtain money from the Industrial Development Bank. Is that correct?

Mr. ROBERGE: I cannot say. We have had no specific information that people have been turned down. I am sorry, I cannot answer that.

Mr. TUCKER: Mr. Chairman, during the last two days we have heard briefs on many problems surrounding the whole national parks policy, but it seems to me that the real area of difficulty is this problem of town management, particularly in Banff, and it was said by Senator Cameron—and I think it was repeated by Mr. Roberge—that there is a lack of communication between representative groups such as the Advisory Council and the group for whom Senator Cameron was speaking. The complaint was made that it is impossible to establish lines of communication between these local bodies and the various levels of administration. If this is so, I wonder if Mr. Roberge can tell us how that situation might be improved or resolved.

Mr. ROBERGE: I think that the crux of the trouble is the fact that not enough authority is delegated to the superintendent and the townsite manager. The problem is that too much of the information that we require, or the decisions that we wish to have made, have to be forwarded to Ottawa. This, as you are well aware, is a very, very time consuming factor. We have correspondence on file with Ottawa right now that has not been answered for 6 and 9 months. We want more local authority right here in the park up in the office. We feel that many, many minor decisions should never have to be referred to Ottawa; they should be made locally. This is the problem.

Mr. DINSDALE: Would Mr. Roberge say that the minister is still the mayor of Banff?

Mr. ROBERGE: It is stated in the parks policy, sir, that the federal government, in effect, is the governing body of Banff. They are the local government. In effect, this is the way it is worded.

Mr. DINSDALE: I remember one of the earthshaking decisions I had to make as a Minister was whether there should be parallel or angle parking. Are decisions of that kind still made at the Ministerial level?

Mr. ROBERGE: Yes, sir.

Mr. DINSDALE: What about the decentralization of administration to the Calgary office? Has there not been any change in the level of authority arising from that development?

Mr. ROBERGE: When the government announced that a western regional office was going to be established, we welcomed this. We thought that this was a tremendous step in the right way, that the authority was now coming west, and that all decisions would be made in the west rather than being referred to Ottawa. Our concern is that it has taken so long to set this office up. It has now been in the process for two to three years, and I do not believe that this office—and I realize that they have their staff problems, and so on—is functioning effectively yet. I believe that too much is still being referred to Ottawa, let me put it that way.

Mr. TUCKER: Does your Advisory Council have any contacts with the regional office?

Mr. ROBERGE: Yes, through the local superintendent and the townsite manager.

Mr. TUCKER: This is the next question. What about the functions of the town manager which was a move designed to deal with this essential problem?

Mr. ROBERGE: You are correct there. The position of townsite manager is a first for national parks. We think this is a step in the right direction, too. It divides and splits up the load that the superintendent was carrying. Now the townsite manager will deal with the problems strictly within the townsite, and the superintendent will be in charge of the whole park. Here again, at this level, we feel that the townsite manager could have much more authority. Mind you, this is a new position, and I imagine Mr. Weeres, who is the townsite manager, is having an awful lot of headaches these days getting into the groove.

Mr. TUCKER: But do you feel this will establish a much closer coordination between your body and the elected representatives of the community?

Mr. ROBERGE: Most definitely, sir, (*passage not recorded*) the taxpayers' money, to be very frank with you, sir. There are certain portions in that report that we agreed with, but I think that these sections could have come from a level within the area—the Council, the Chamber of Commerce, any group of dedicated people—and there are lots of them within the parks who could have come up with just as good ideas and, in fact, I would suggest some even better.

Mr. DINSDALE: Would you say, Mr. Roberge, that it is necessary to have a town plan so that a town such as Banff could develop in the future up to the standards required in the national parks?

Mr. ROBERGE: Yes, we agree there should be a plan, but I think that the people within the area should be consulted more and should be part of organizing and developing that plan also.

Mr. DINSDALE: Are you suggesting that there is no consultation between the Advisory Council and the planners with respect to the development of Banff?

Mr. ROBERGE: We had no part of the Oberlander report until the report was completed and submitted by Dr. Oberlander. We attended several meetings with Dr. Oberlander. The formulated Oberlander report was presented to us and discussed at a public meeting and in private with Council and we made recommendations and picked it apart as we wished.

Mr. DINSDALE: When development plans are about to proceed, are you consulted about their desirability from the standpoint of the local citizenry? Which is the Caribou Street site, for example?

Mr. ROBERGE: Within the Council we have two members who belong to what they call an Interim Development Board. It consists of two members of the government at the local level, the superintendent or the regional director, but we have had the situation where there are two voting members from the government and two Council members who carry only one vote. Plans that are submitted to the superintendent are brought before the Interim Development Board, recommendations are made as to whether they should be approved in principle. These plans are then forwarded to Ottawa. There is an Interim



Development Board in Ottawa, and they have the final say. They either approve or disapprove of it. The level that we are allowed to offer advice, and so on, is through this board.

Mr. DINSDALE: Do you find that your advice has any weight?

Mr. ROBERGE: Let us put it this way: In most instances our decision at this end has been compatible with the decisions at the other end, but we have had a few dandies that we tore up and down, I am telling you, as far as developments were concerned that we did not get to first base with.

Mr. DINSDALE: This is the Bow River site?

Mr. ROBERGE: That is one.

Mr. DINSDALE: Were you in sympathy with the Caribou site?

Mr. ROBERGE: Do you mean the Caribou?

Mr. DINSDALE: Excuse me, I mean the Cougar site.

Mr. ROBERGE: We felt the lots were too small; we felt the properties down there were not compatible with good home developing and, as you have heard before, water, sewer and gas services were extended up to the 100 odd lots they surveyed across the bridge, and we felt that they should have been opened first.

Mr. DINSDALE: The charge has been made that the Advisory Council and the residents of Banff are not in sympathy with the ultimate purposes of national parks. Would you say that was a fair criticism?

Mr. ROBERGE: Will you repeat that, sir?

Mr. DINSDALE: The charge has been made at very high level that the Advisory Council and the citizens of Banff are not in sympathy with the ultimate purposes of national park development.

Mr. ROBERGE: This is most definitely wrong. We agree basically with all the concepts of national park policy, especially to control development. Our big argument today with the policy is that we want security of tenure on our leases. This is the big problem, and all this other talk that we have heard and the problems that you have listened to revolve around the lack of tenure on the lease.

An hon. MEMBER: Mr. Speaker, on a question of privilege I should like to know if you propose to have a restriction on the number of questions to be asked by a member of the Committee, or if you propose to have a time limit? I had other questions to ask but I did not think I was being fair by asking more than two.

The CHAIRMAN: You will have an opportunity. Have you finished, Mr. Dinsdale?

Mr. DINSDALE: Mr. Chairman, it is the first time that we have had a proposal in this Committee that questioning should be restricted. If that is the decision of the Committee I shall be very happy to abide by it, but I am almost at the end of my questioning.



Now, that would mean that you would be entirely in sympathy with the principle of zoning so that Banff could be developed to a high standard of quality?

Mr. ROBERGE: Our Council stand has been for controlled development, definitely. This matter of zoning is a problem that was discussed and is a basic problem of the Chamber and the Banff Citizens Association. We have never stated or gone on record about zoning. We have always stated we are in favour of controlled development.

Mr. DINSDALE: I have one final question. Would you conclude that the new leasing policy is designed to eliminate Banff as a townsite?

Mr. ROBERGE: I definitely do not think it is going to eliminate Banff as a townsite. Let us be realistic. What is here today you cannot load up on a truck and move overnight. I think that what it is going to do is to stop private enterprise by people who come into this area and want to develop it. I think that the terms of the lease, this lack of security and lack of tenure, is stopping that. They are a little afraid that they will not recoup their investment and make a living, and the economics of the country today dictate that anybody who goes into business is going to make a buck. I think the problem is that they are scared.

An hon. MEMBER: Mr. Chairman, just before Mr. Basford asks some questions, the point has been brought up about the length of time, and I agree that under no consideration should any member of the Committee be cut off or questions, because that is what we are here for. But what worries me is the length of time available. Is it going to be possible for all of us to ask questions? I realize that we certainly cannot do it here, but are we going to have time in Banff? Otherwise, something has to be done because we are here, and we are here for one purpose and that is to find out, just the same as the hon. Mr. Dinsdale and the others who are asking questions. That is what we are here for, not just to listen. We want to get the questions from these people while we are here, so I want to make sure that everyone who wants to ask a question is going to be able to ask it just the same as we allow every individual to have a brief.

The CHAIRMAN: We have to accept the truth of the matter that our time is very limited, and there will absolutely be no time to question all the witnesses who have appeared before us with their briefs.

An hon. MEMBER: Let us get on with the business, then.

The CHAIRMAN: One of the most important briefs was presented to the Committee by Mr. Steer, and he will be questioned at Jasper. Mr. Basford proceed please. I might say we only have 15 minutes and I intend to cut off at 11.30 sharp. The hotel has stated that it will have a meal ready for the Committee promptly at 12 o'clock.

Mr. BASFORD: Mr. Chairman, I regret that I was not able to be here yesterday, and it is a great pleasure to come east for these hearings. Much has been said about self-government and more consultation, Mr. Roberge, and I am curious about how the Advisory Council is elected and how representative it is.

Mr. ROBERGE: Just to save time, sir, we have extra copies of the brief.

The CHAIRMAN: It is all contained in the brief.

Mr. BASFORD: I have a copy of the brief which I have read, which just says that the board is elected at an annual meeting for a term of three years. How many citizens vote in that election? How many residents of Banff do you represent by election?

Mr. ROBERGE: It is the same as any election in any other municipality or city. Weather is the factor when you want to get people out to vote, but I can assure you that when there are some ticklish issues we most definitely have the majority of the people out to vote. We have had meetings over the problems of the park where I have seen this auditorium jammed full. This is out of a population of 3,500, sir.

Mr. BASFORD: But the board is elected at a meeting. You do not have a polling day.

Mr. ROBERGE: Oh, yes, we do. Nominations are at the annual meeting, sir, and if there are more candidates nominated than there are positions to fill, then we go to the polls and voting is by ballot.

Mr. BASFORD: I see. The last time there was a ballot how many people voted?

Mr. ROBERGE: I think the last time we had an election—probably the members of the Council here can back me up—there were 900 people who voted.

Mr. BASFORD: When was that?

Mr. ROBERGE: That would be about three years ago, I believe. Is that right, Mr. Brewster? It was about three or four years ago when we had to go to the polls.

Mr. BREWSTER: That is right.

Mr. ROBERGE: Since then the members have been elected by acclamation.

Mr. BASFORD: I see. Could I just ask one more question, Mr. Chairman? Much has been said about the American situation, with which I am not familiar, but it was my understanding—and please correct me if I am wrong—that the term of leases in the United States is for 30 years.

Mr. ROBERGE: I cannot be quoted on that at all, sir. We have the American act, I think, which was passed last year, and I am not positive on that. Possibly someone from the Chamber of Commerce—Mr. Otto Steiner—could give you a definite answer on that.

Mr. BASFORD: Thank you, I will pass on so that other members can have a chance.

Mr. CHATWOOD: Mr. Roberge, I have gained the opinion from the briefs presented and from talking with individuals that the consensus would be that the policy and aims of the parks committee are good, but that there is an area of discontent with the length of time required to get an answer. Another area of discontent is leases. Would you say that sums up the situation generally?

Mr. ROBERGE: I agree with the part about the leases, most definitely. This is the largest area of discontent. As far as the lack of communications is concerned,

this is a problem, of course, that possibly in time will be eliminated. It has been a frustrating situation in the past, but the lease problem is most definite.

Mr. CHATWOOD: I also get the impression that there is no particular desire for an uncontrolled expansion of Banff into a town or city.

Mr. ROBERGE: Definitely not, sir. The Banff Advisory Council has always advocated controlled development.

Mr. CHATWOOD: That was my question. Thank you, Mr. Chairman.

The CHAIRMAN: Are there any further questions for the witness? If not, I want to thank Mr. Roberge for appearing here.

Mr. ROBERGE: Thank you, gentlemen.

The CHAIRMAN: With the 10 minutes that we have at our disposal—is the Reverend Mr. Firth here? The Reverend Mr. Firth represents the Welfare Council of Banff. Are there any questions of Mr. Firth?

Mr. TUCKER: Mr. Chairman, I would like to ask the Reverend Mr. Firth a question. In the brief which he read on behalf of Father O'Byrne he stated, and I quote:

... senior residents of this community are forced to leave Banff each year, as we are unable to provide them with Senior Citizens' homes which are the privilege of every other community in the province of Alberta.

And yet, in a brief presented by the Banff Council Council it is stated:

Retired people who cannot sell their homes are forced to retire here.

Can he explain this? It seems to be contradictory.

Mr. FIRTH: There are really two different situations. Banff is in one of the 50 areas in the province of Alberta set aside for senior citizens' homes. If you will remember we said in our brief one of our basic problems is that there is no taxing authority. Before a senior citizens' home can operate it must have a municipality that can pick up its operating deficits which are not covered by the Alberta act.

The CHAIRMAN: Does that answer your question, Mr. Tucker?

Mr. FIRTH: This means that because we are not in a taxing position we have not been able to provide an old folks' home for the area in Alberta in which the townsite of Banff is located, whether the home is to be situated within the park or outside of the park. We are in an area that extends through to Cochrane. The other matter is that since the leasing problem has arisen people who have retired and wish to move elsewhere have been unable to sell and, therefore, have not been able to realize their savings so that they can re-buy in a new location. I think this was the whole brunt of Mr. Roberge's brief to you yesterday.

Mr. TUCKER: I take it, then, that you are in favour of a senior citizens' home at Banff?

Mr. FIRTH: If you ask me personally, I am in favour of a senior citizens' home in the area into which Banff has been assigned, but I am not too sure that I would want to see it within the actual boundaries of the national park. I will probably have the Banff people mad at me for saying so, but that is my own feeling.



The CHAIRMAN: Are there any further questions?

Mr. LAMBERT: Is it not a fact that the senior citizens' home really caters for those people who require some assistance because they are not fully able to look after themselves in providing food and so on, and that there would be a number of people here in Banff who would be better off if they could go into a senior citizens' home rather than remain in their own properties and look after themselves?

Mr. FIRTH: Yes, we want a senior citizens' home.

Mr. LAMBERT: Because there is the intermediate stage from, shall we say, self-sufficient elderly persons to the stage of going into a nursing home or a chronic hospital.

Mr. FIRTH: That is correct. This is why we say in our brief that we need a municipality which can tax, without any hedging around as we do at the present moment, so that we can negotiate with the other communities in the area of this province in which we are situated and with the Alberta government to set up somewhere within this zone a senior citizens' home for this particular area of Alberta which, at this moment, does not have one. As far as I know, the last we heard was that there were only two areas in the whole province which did not have a senior citizens' home and we are one of them.

Mr. TUCKER: Thank you very much.

The CHAIRMAN: Are there any further questions?

An hon. MEMBER: A supplementary question. Would you then be in favour of local self-government with taxing authority to run your own affairs generally?

Mr. FIRTH: In my brief I mention that this is precisely what we want. This is one of my recommendations. I also mention that the department could appoint a permanent chairman. I see no great problem in having Mr. Weeres appointed as the permanent chairman of the Advisory Council. I do not know you men realize it, but the Advisory Council is probably Banff's number one charity. It is maintained only by the charitable donations of the people of Banff, and I do not think we can even get these donations off our income tax.

The CHAIRMAN: Thank you, Mr. Firth.

An hon. MEMBER: I have a question on the second part of Father O'Byrne's brief with regard to staff accommodation. It says there:

—types of accommodation that are being offered, which in some instances are far below the normally accepted standards. Some form of rental control must be established in order that justice be rendered summer staff.

Could you comment on that for me, please?

Mr. FIRTH: At the present moment, if you rent to tourists you must obtain a licence. If you rent to summer staff you do not have to be licensed. In the surveys that the Welfare Council has conducted we have found people living in a cot beside furnaces in basements. We know of rooming houses where there are "



28 people living in one house, with cooking facilities in the hall, and one bathroom. It is this kind of condition that we feel ought to be alleviated.

An hon. MEMBER: With regard to rent controls, what type of rents do these people have to pay? Surely they are not too heavy where there are 27 in a house with one bathroom.

Mr. FIRTH: We operated a trailer court this summer through the Welfare Council where we charged \$35 a month. It meant that we had an operating deficit. I was the person to whom these young people came to try and get into this. We were able to move in trailers to support only something like 27 people. In the two weeks of June, when it reached its peak, I would say that I had 200 to 300 young people come through my study in the church seeking cheaper accommodation. Most of these young people are working on the very bare minimum wage standard which, by the way, is less than the \$1.25 which has been established by the federal government, and when you work for \$1 an hour even \$35 a month is a pretty fair whack out of your \$1 an hour.

The CHAIRMAN: Thank you, Mr. Firth. Gentlemen, it is rather regrettable that time will not permit us to call on all the witnesses we certainly would like to. The unexpected number of presentations and submissions heard from organizations and individuals has taken more time than we anticipated. As I have already indicated, 26 submissions were heard. The Committee will have the big job of evaluating every presentation, and I urge every member, after due consideration, to provide me or the Clerk of the Committee with a written summary of his views for the purpose of assembling the material for study in the preparation of a report which I hope I will be in a position to present to parliament in due course.

I would be remiss if I did not express the deep appreciation of every member of this Committee to the School Board for making these splendid facilities available to us, and to the numerous individuals who have given us time and effort in order to make our stay in Banff so enjoyable and fruitful. To them all I extend our deep appreciation on behalf of the Committee. And now ladies and gentlemen—

Mr. WOOLLIAMS: Mr. Chairman, just before you adjourn there are two points I would like to make, just briefly. One is with regard to those who probably—

The CHAIRMAN: Mr. Woolliams—

Mr. WOOLLIAMS: —did not get a chance to present their brief. I wonder whether the Committee would agree that if they have a brief prepared they can file it with the clerk and with the members of the Committee so that they can peruse it with the others that have been heard? That is my first point.

My second point is that as the Member of Parliament for this area I would like to pass a vote of thanks—I am sure it will be unanimous, not only by members of the Committee—for the very fine job you have done in chairing a very difficult situation, and I personally want to congratulate you in this regard and I trust that the Committee will show their appreciation by giving you a hand now, and also the other people who are not members of the Committee.

The CHAIRMAN: Thank you very, very much, Mr. Woolliams, and I want to congratulate you on a very fine section of your constituency here in the Banff National Park.

And now gentlemen we adjourn, the time being exactly 11.30 a.m. Mr. Brewster?

Mr. BREWSTER: I want to thank the Committee for coming to Banff and to say that I will be available in Jasper for questioning.

The CHAIRMAN: Thank you very much Mr. Brewster, thank you very much. The meeting is now adjourned, and will assemble in Jasper tomorrow morning.

● (11.31 a.m.)



## EVIDENCE

### MORNING SITTING

*(Recorded by Electronic Apparatus)*

SATURDAY, December 3, 1966.

● (9.15 a.m.)

The CHAIRMAN: I see a quorum. First of all I should like to say, on behalf of the committee of the House of Commons on Northern Affairs and National Resources, how pleased we are to be here, not only to listen to briefs, but also to enjoy the beautiful environment, which is Jasper National Park.

There is a common misunderstanding which I would like to clear up before we proceed further. I will define the situation by saying that this committee, this group of members of parliament, is actually an extension of parliament. And this committee is responsible only to the House of Commons, and takes direction from no one else.

Now gentlemen, on procedure today. As you know, this day the committee have set aside for our last hearing in the Parks. I will advise you that some 9 or 10 organizations wish to present briefs. I know that we want to hear every one who wants to be heard. Now since we have had relatively little time for questioning of witnesses so far during our visit to the Parks, may I suggest for your consideration that we hear briefs this morning until noon, and if possible after lunch revert to the questioning of witnesses, which process has proved to be so useful to the committee. Now if we are agreed that we will hear briefs this morning, and conduct questioning this afternoon, for which we also have available Mr. G. H. Steer, Q.C. and Mr. Brewster. It would be in order then for us to ask each citizen this morning to limit their spoken remarks to 10 or 15 minutes, with one or two exceptions, notably the Jasper Chamber of Commerce. Are we agreed on this procedure gentlemen?

Some hon. MEMBERS: Agreed.

The CHAIRMAN: I do not see Dr. Horner here. While we are waiting for Mr. Horner and all the members of the committee, I am going to ask Dr. J. P. Betkowski, president of the Jasper Chamber of Commerce to come forward and introduce the speaker.

Mr. BASFORD: Mr. Chairman, before you start with the first witness, could I have a question of information cleared up?

The CHAIRMAN: You may.

Mr. BASFORD: It is probably due to my arriving late to the hearings, and there has probably been some explanation offered, but I am a little unclear why the committee at this point has not heard from, and from what you said this morning, is not going to hear from, the Hon. Mr. Patrick, the Alberta Minister.



The CHAIRMAN: Mr. Basford, we heard Mr. Patrick in Calgary. He filed a brief with the committee, he did not read the brief, he only spoke for about 5 minutes to an informal gathering. The Hon. Mr. Patrick is not here this morning. And now gentlemen—

Mr. BASFORD: Well I do not understand the situation. One of the reasons I understood that we came out here, was to hear Mr. Patrick, because we had tried to arrange several dates in Ottawa last June to hear him, and he was unavailable both times. And now he has only appeared before an informal meeting of the committee.

The CHAIRMAN: Mr. Basford that is not quite true. At the time when the Hon. Mr. Patrick could have been available, the committee was not available. We could not accommodate, for some reason or other, I forget the circumstances. And then when we did make time available he had other engagements. There is no question of any misunderstanding in this matter, and I do not wish to have this matter brought up now. Mr. Basford you joined us yesterday morning and we appreciate your attendance of this committee, but the agenda was approved by the steering committee, and approved by the committee, so therefore I shall proceed and call on Dr. Betkowski to introduce the speakers.

Mr. J. P. BETKOWSKI (*President of the Jasper Chamber of Commerce*): Mr. Chairman, members of the standing committee on Northern Affairs and National Resources. Since my introductory remarks do not constitute the integral part of our official brief, Mr. Chairman, I do not have the copies of the notes before me. I do have, however, the copies of the official brief. Should the committee require that I would comply with your request, and I will see that you receive the copies of my introductory remarks.

First of all it is my pleasant duty to welcome you to Jasper on behalf of the Jasper Chamber of Commerce, and to express our appreciation that you have come West, and that you recognize that the residents of the Parks do have problems, that result in anguish, anxiety, and frustration, which have to be solved for the benefit of both parties. We are confident that even after in Banff, you find that your visit is justified and necessary. I would like to refer to the wire sir, which the Chamber sent to you, while endorsing the visit of Mr. John Clark asking that this committee will come West. We are pleased that the weather is indeed beautiful as promised by Mr. Williams, that the chinook is coming, and the snow is covering the mountains to show you the glory of our Parks. We do not think that the committee should leave the Parks without having definite grasp of our endeavour, first to understand the announced policy, and subsequent ultimate objective of this department enforcing such policy, and then our sincere efforts to settle our differences.

Jasper townsite was built mainly around 1923 and 1924, when first home owners were given 42 years renewable perpetual leases. It was in the spring of 1965 when these leases were due for renewal, when a new type of lease, quite different from the previous one, was offered. As a national reaction of refusal, both Jasper and Banff residents formed an association to protect their rights. This organization made several representations to the department on behalf of our residents, only to find that the new type of philosophy and attitude had so strongly permeated the minds of those policy makers and closest advisers to the

Minister, that our efforts could not change the (*words not recorded*). At some expense to our members and citizens, we sent a delegation to Ottawa in June 1965, only to find again that no progress could be made. It was then due to the initiative of this organization that we asked Mr. Steer, Q.C., to represent us when we found that no commonsense approach could be used. The legality of leases, in our eyes, were involved. To our personal plea, the Prime Minister agreed to see us and receive for the first time, the first version of the legal brief submitted by Mr. Steer in August 1965 while in Edmonton. On the same occasion we were promised that no legislation would be introduced until residents of the Parks had an opportunity to voice their views. Our understanding then, was that both Mr. Steer and Mr. \_\_\_\_\_ would discuss the problem of the leases with the officer of the Crown in Ottawa. Delay after delay took place, and eventually after some persuasion Mr. Steer, for the first time, was able to introduce the subject at the joint meeting in Banff in February 1966. Then again many of our citizens started to doubt the original promise that we should have this opportunity to present our view, would be kept. We are please that this promise is fulfilled. But looking through *Hansard* and the minutes of the standing committee, we want to recognize the effort of our Western M.P. that this committee has come West. We sincerely regret the hardship that you are enduring during this trip, to help to solve this problem, which in the first place should not have arisen, and secondly, which has to be solved through a mood of tension, hostility, distrust, which exists now between residents of the Park, and the department which administers the Park. Secondly, not only basic civil rights of home owners are at stake, but philosophy of London School of Economics, and Harvard School, does not apply even to the big business in the Park, as documented in our brief later, when we show you the 4 lots. For 4 motels developing in Jasper, amounting close to \$3 million, will not take place if this policy will prevail.

Mr. Chairman, our official brief will be presented mostly by Mr. Bob Dowling, a professional man very active in our community, who appeared before you in Ottawa last summer. Then I would be pleased if you would be kind enough to call Mr. Hugh Craig and subsequently Don Marlett who will support our brief on behalf of the Edmonton Chamber of Commerce. Thank you very much.

The CHAIRMAN: Mr. Dowling will you please come forward. But before Mr. Dowling comes forward would you please distribute the brief that you have. I should like to call on Dr. Hugh Horner for a few words, in whose constituency we are very happy and pleased to be meeting here this morning. Dr. Horner.

Mr. HORNER: Mr. Chairman, I just want to officially, on behalf of all of the people here, and myself particularly, to welcome the committee to Jasper and to hope that they will listen and learn, and also enjoy the setting that they are in. I would also like to point out to the committee that from now until they reach the boundaries of the City of Edmonton, they are in what was known as the constituency of Jasper-Edson, which is going to disappear in redistribution. Thank you very very much Mr. Chairman.

The CHAIRMAN: Thank you Dr. Horner. And now, I am going to ask Mr. Dowling to present his brief, a copy of which you have been provided with.

Mr. R. W. DOWLING (*Director of the Jasper Chamber of Commerce*): Mr. Chairman and members of the standing committee. On the board on my right you will see a squared map. The outside dimensions of this squared area represent 8,017 square miles of Jasper and Banff National Park. The small centre square represents the total area of Jasper and Banff townsite. The outside dimensions of that centre area represent the total developed area in the Parks, this includes campsites, roads between townsites, major highways, picnic areas, the whole works.

An hon. MEMBER: Mr. Chairman, may I make a suggestion. I think the map should be behind the speaker, because this way the committee member cannot really see the map and it will not be doing the work that Mr. Dowling intended it to do.

Mr. DOWLING: Would you move it behind the Chairman. The total outside dimensions of the squared paper are 8,017 square miles, representing the total area of Jasper and Banff townsite. The small centre square represents approximately  $2\frac{1}{2}$  square miles of Jasper and Banff townsites, and the outside dimensions of the centre square are approximately 50 miles, or a third more than is actually developed in the Park.

The CHAIRMAN: Thank you, please proceed Mr. Dowling.

Mr. DOWLING: Thank you. Jasper is essentially a tourist community and is primarily dependent upon the tourist industry for its livelihood. The greater bulk of this tourist traffic visits Jasper between June 15th and September 15th of each year. For the other nine months the business community is largely dependent upon the 3,000 local residents for its survival.

There is no trading area for the Jasper businessman. There is merely one square mile of townsite in 4,200 square miles of National Park. The nearest communities to Jasper are Grande Prairie, 200 miles to the North; Hinton, 50 miles East; Banff, 190 miles South and Valemount, B.C., 80 miles West. There is literally nothing between these communities and Jasper except wilderness.

My point in presenting this information is to acquaint you with a true picture of the isolation of our business community, a community that lacks any supporting industry as opposed to other communities of similar size throughout the Dominion.

An hon. MEMBER: Where is that?

Mr. DOWLING: I beg your pardon. The briefs from Jasper have all been put in the same folder for your convenience. This is the second brief, it will be about page 15.

The CHAIRMAN: Mr. Dowling is summarizing so that it will not be necessary to read every word in the submission. Continue Mr. Dowling.

Mr. DOWLING: Thank you. As has been stated, the business season for a large portion of local businessmen is the ninety day period from June 15th to September 15th. During this period, to accommodate the influx of visitors, we must provide larger business establishments than would normally be required by the 3,000 inhabitants of Jasper. In order to adequately provide the type of service our tourist visitors should expect to receive in a National Park, we must be



equipped with larger staffs than normal and these in turn must be provided with accommodation for just this peak period.

Because of the unique features of business in a National Park and the short business season, a 42 year lease is not truly a 42 year lease. It represents 42 ninety day periods or  $10\frac{1}{2}$  years of excellent business.

A good many of the present small business operators in Jasper are reasonably young men who arrived in Jasper just prior to the 1958 lease change. They established their businesses on the assumption that there was an opportunity here, not to gouge the public (as has been inferred in the advertising campaign which would appear to have been conducted and paid for by the National Parks Service in Ottawa at tremendous cost to the Canadian taxpayer).

I have appended on the back page of this, approximately page 11, a copy of an advertisement that appeared in the Weekend magazine and appeared in every major paper throughout the Dominion. They came, however, to live in pleasant surroundings and provide a service with the normal rewards. These rewards are part and parcel of business ventures made anywhere in Canada: a reasonable chance to build an estate and an opportunity to fill a basic need by serving a useful purpose in a community.

These operators, looking at the old form of so-called perpetual lease, did so not so much with an eye to the perpetuity feature but with definite consideration being given to the renewal feature, a renewal that would be granted, they understood, only if the operator had lived up to the terms of the lease.

Two years ago it was brought to light that in order to survive at all as a business, in order to offer proper service and in order to improve the facilities and quality of service offered, an operator was forced to surrender his renewable lease and receive in its stead a terminating lease of minimal value. Any suggestion that a business premises be renovated or rebuilt meant an automatic surrender of lease. This type of government action has been termed "political blackmail" by many and has caused others to wonder whether or not a contract of government design is worth anything.

You were told, by the Honourable Arthur Laing in the House of Commons, that "I think that justice should be done in respect of any minority in Canada, even though it be a minority of one." and again on the same day, he said "We will see to it that no injustice is done to those who are resident in the Parks. At the present time all we have done is say to those who want to assign leases that we will not assign the lease as it stands, but they will turn over the lease and we will give them a 42 year terminal lease."

It might be valuable to see just what does happen to the values of a business when such cavalier strokes are taken with the pen. An appraisal was made on a local business establishment (a copy of which is available upon request) on the following basis and with the following results: A 42 year lease, renewable in perpetuity, the property and business were worth \$20,000. When it became a 42 year lease without compensation and terminating, the value dropped to \$12,000. A non-renewable 42 year lease with 21 year renewal without compensation, \$14,000.

Thus, by abolishing the renewable feature of the lease, the government has virtually destroyed 40% of the operator's estate. Again, from the Hon. Arthur



Laing's statement on Park Policy, "The policy regarding those who live and carry on business in the National Parks is that they should enjoy no particular economic advantage or disadvantage because of their special place of residence or business".

Now, what of the business operator who finds that he must rebuild or expand to meet increasing demands and to properly sell goods and services to the tourist? In order to rebuild he is required by government edict to exchange his renewable lease for a terminating lease with no compensation. This businessman, not unlike others in Canada, will have to borrow considerable money to remodel, reconstruct or build a new building. Such monies would have to be paid back over a period of 15 years. Approximately at maximum. It should be noted here that the Industrial Development Bank is one of only two loaning institutions that will even consider loans to businesses in the Parks—a situation caused by the insecurity of tenure in the Parks under the new lease arrangement.

On a terminating lease of 42 years, with a minimum of two years allotted for receiving departmental approval to begin construction and 15 years to repay the loan, the operator has a very short 25 years remaining in which to recoup his investment and to make a profit—25 single years with three month seasons or 75 months or  $6\frac{1}{4}$  years of good business to accumulate a profit equivalent to a lifetime of savings. At the end of this period, he has nothing, because the property and his improvements are confiscated by the Department with no compensation. Surely this man would have provided something for "all of the people of Canada" and for the millions of tourists that are visiting our country. Surely, in the mere operating of his business, he is providing a service to the government in fostering a growing tourist industry number two at the moment that has an immense effect in reducing the balance of payments deficit. On this basis alone, would it not be more in keeping with sound business ethics to insist that these operations be given every opportunity to survive rather than strangling them from the outset by abolishing security of tenure and, for that matter, security of any kind?

It might be argued that we have forgotten that there are 12 months in the year, but believe us not one of the business men in the parks can forget. No one can argue with the fact that the basic costs involved in conducting any business remain throughout the entire year. Also, no one can argue with the fact that the off-season months in Jasper are lean indeed. Lean enough to reduce the staff requirements in one small business from 35 during the summer months to 5 to September 1st and also lean enough for some business establishments to lock their doors. The problems of maintenance are always present and, during this slack season, there is a continuing process of preparing, ordering stock and locating and hiring staff in preparation for the next season.

Keeping in mind the terminating feature of the present lease structure, let us examine one of the problems that raises its ugly head in the taxation field. What should be considered as a fair and equitable property and improvement assessment for taxation purposes if the value of the improvements is diminishing in a straight line over 42 years? Should the tax structure used elsewhere be used in Jasper, or should the taxes be reduced in amount by  $1/42$ nd each year

until at the end of the lease period the taxes are nil? If the latter situation applies, who then should be responsible for making up the deficit in tax monies?

In the event that leases continue to possess this devastating terminating feature, what do you suppose will happen to business properties in the Parks and, for that matter, what is happening to them now? We believe that a number of features will apply:

1. Construction will be of minimal quality and quantity and standards will become so reduced that Jasper Townsite will never be truly the "Gem of the Canadian Rockies". Operators will make do with what they have unless forced to do otherwise. The Department might argue that all building must meet National Building Code standards and we are certain it does, but this is minimal.

2. Maintenance will also be minimal and only those things demanded by the Department will be done. There will certainly be no pride of ownership because there is no ownership and there will also be no pride of estate because there will be no estate.

3. We are told that there might be certain maintenance and rental refunds to those excellent operators that maintain their premises. Maintenance and rental monies refunded on terminating leases will never build an operator a retirement fund, much less an estate.

4. The final result will be an attempt by the operator to recoup a portion of his loss by charging higher prices for everything that is sold in the Park, a practice which is most certainly not in vogue at the moment.

One thing is certain: the saleability of a business is increasingly reduced to a mere fraction of its normal value with every passing day on a terminating lease. A business valued at \$100,000.00 on the first day of a 42 year terminating lease would most certainly not be worth the same amount 25 years later. In fact, an operator with ten years to go on his lease would be fortunate indeed to be able to get out with his shirt, at any price.

We have heard a good deal from the Hon. Arthur Laing and departmental officials regarding the tremendous opportunities afforded park business men under what they term a form of lease back arrangement. Under their system, the owner of the *business* builds, with his own capital, a building. At the end of a given time, he then forfeits what amounts to his estate to the crown without compensation. This system is a good deal different from "lease back" as it applies to a building like a large bank or office structure in most cities.

In this case, the property and the improvements are owned by the businessman. He sells the property and the improvements to a company that deals in "lease backs" and the purchaser in turn builds a new building and it is leased back to the former owner. The lessee's capital in this case is not tied up in the building as is the case here in Jasper. To apply "lease back arrangements to the park situation, the government of Canada would simply purchase the improvements on all business properties from the operator of the business and would then build a new building, according to government standards and to the specifications set out by the business man and the operator would then lease them from the government.

We are aware of the complete and utter failure of the United States Park's Service attempt along these lines and the drastic steps they took in 1966 with an amendment to the National Parks Service Act to alleviate a situation that has been wrecking havoc in the U.S. parks for 25 years. This amendment guaranteed entrepreneurs security of tenure and estate and recommends that preference be given to present operators for the renewal of leases.

The fact that this bold and realistic approach to the National Parks of the United States has been welcomed by conservationists was made plain by an article that appeared in the July 1966 issue of *National Geographic*. In this article Mr. Grosvenor, the President of the National Geographic Society and the magazine's Editor, said in part "some 130 million visitors... will use and enjoy the wonders of our National Parks system. I stress "use and enjoy": that, after all, is the fundamental purpose of our parks as Congress established them. I cannot agree with those who maintain that any improvement of a park, be it a modest lodge...violates the principles of conservation. What of our older visitors, and equally, the very young? Without proper park facilities such as access roads, food, and lodging, these millions can never fully enjoy the wonders set aside for them."

The legal aspects of the lease problems relating to the communities of Banff, Waterton Lakes and Jasper have been covered in detail in a brief presented by Mr. George Steer, Q.C. However, there do exist in Jasper, and no doubt, in the other parks, a large number of specific examples that illustrate the lack of vision and good planning in predetermined leasing policies. Let us cite a few of these:

#### MALIGNE LAKE:

In 1959 and just prior to lease expiry dates and at the request of the Department, both concessionaires at Maligne Lake presented their projected plans for the development of this outstanding tourist area. In 1963 both concessionaires were advised that their properties and improvements would be appraised and that purchase would obviously follow. Later in the same year the concessionaires were further advised to operate until 1965 and that they would receive no additional compensation for further improvements. In 1966 they were again advised to carry on their operations until 1968 under similar conditions.

Both Maligne concessionaires have substantial investments in their respective establishments but, for eight years, they have been operating only as overholding tenants. They have been given absolutely no encouragement to improve their facilities but were told that no compensation would be paid for future improvements. They have had no indication of departmental plans for this area or if they will be allowed an opportunity to participate in them. They have been operating without any security whatsoever.

In the City of Edmonton during the last few months, there has been on display a plan development model for the Maligne area. There is not a single soul, other than departmental people, who has seen that in Jasper, let alone the people that are operating out there now.

#### ACCOMMODATION:

The lack of accommodation in Jasper is extremely acute at present and this condition will be greatly aggravated with the opening of the Yellowhead Route



or Trans Canada # 2 by the fall (probably) of 1967. The Chamber of Commerce was gratified with the announcement of tenders being called for motel sites in Jasper. The Honourable Mr. Laing has capitalized a great deal through the news media with the announcement that all tenders had been awarded, emphasizing that the leasing policy in the Parks is completely acceptable. The primary condition of the tenders has been proof of financial responsibility and, in the past, the department has always demanded completion of the project within two years.

We have every reason to believe that the first two motel sites will default due to lack of funds. The third motel site or concession No. 2 was to be started in 1968 and completed in 1969. However contrary this appears with regard to the established policy which stipulates "completion in two years", it is of little consequence. A newspaper clipping which we have here confirms that the concessionaires to whom the concession was awarded have gone into receivership.

The final motel site No. 4, or concession No. 3, according to the press, is to commence when the funds are available and completed in 1972. Again, a much greater departure from established policy. Thus it appears evident that the situation in Jasper Park regarding motel site and the leasing policy is no more acceptable here than in Lake Louise, except that the need for further accommodation in Jasper is much more acute.

#### WINTER DEVELOPMENT:

The Jasper Chamber of Commerce was overjoyed at the prospects of a major ski resort being established in this area. The unreasonable conditions laid down by the Department of Northern Affairs for a multi million dollar phased development plan was combined with a short term lease. As the two are strictly incompatible, we can see little hope of this development becoming a reality.

There are multitudes of similar situations which indicate that the policies of the department lack sound judgment, far sightedness and vision. Consequently, the department's policies will not produce the high quality services and development essential for our national parks to guarantee that they are developed for the benefit, education and enjoyment of all the people of Canada.

If I could just digress for a moment I have here a letter and I would sooner not divulge the name of the person it was addressed to, for his protection, but this came in answer to a letter which was written to the department on August 24 and this arrived on November 17, after it had been studied by the legal department and this is what they suggest is their solution. It is merely a simple transfer of residential property and their solution is as follows:

I wish to advise our head office will require proof of discharge of the mortgage presently involved in this transaction. When this document is submitted and approved and acceptable to the department, then consent to assign the lease will be given. If the mortgagee will submit a declaration stating that they will consent to the surrender of a perpetual renewable lease, referred to in this transaction, then this document will be forwarded to our head office for their approval, providing this document is acceptable to the department then the departmental consent could be given to the assignee of the lease in question and the execution of the



surrender and the issue of a standard residential lease carried out. With the submission of this declaration it would not be necessary to submit proof of discharge of the mortgage.

A couple of notes were given to me regarding this. In this particular case it imposes a hardship in that the parties are penalized by having to pay out loans costing 6 per cent to CMHC and replace it with funds costing  $8\frac{3}{4}$  per cent, or an additional expense of approximately \$2,000. This can be easily and simply handled by either an amendment to the existing lease, or an additional agreement, both methods are completely legal.

An hon. MEMBER: I would like to know what you mean.

Mr. DOWLING: Not necessarily. It is just that this was taken from a file of a businessman in town and to protect his interests and that he is not giving out information that does not belong to him, I would rather not reveal it. I can give you the content of the letter and duplicate it if you wish.

The CHAIRMAN: I suggest that any questions be reserved after everyone has been heard.

Mr. DOWLING: Mr. Chairman and Mr. Lind, I would be happy to do that.

Finally, we believe the solutions to some of the problems are these:

1. All leases, business and otherwise, should be of the standard length of 42 years.

2. All leases should have a renewable option available to the lessee and each subsequent renewal should contain the renewable option, but the government of Canada must exercise controls regarding building construction, its architectural design and its maintenance commensurate with fine service at reasonable prices. The government would therefore have the option of terminating the lease at any time, with fair notice being given the operator, if the property is required by the department for a purpose other than the one for which it is presently being used. Again, as established by the amendment to the U.S. National Parks Act "goods and services provided for parks visitors must be provided by private enterprise and the operators providing these goods and services must be given security of tenure".

3. If a lease is terminated by the lessor, the lessee must be compensated at "fair market value" and the lessee must be allowed all of the privileges commensurate with the procedures of expropriation in that he could appeal any decision made by the department through an arbitration board.

4. Simple lease transfers must be made through the local offices of the department rather than allowing the continuation of red tape that results in months if not years of waiting and untold hardships to those involved.

5. In all negotiations and planning by the Parks Department, we consider it only fair that residents of the National Parks be placed in roughly the same economic position as if they lived in comparable communities outside of the Park.

6. An immediate end to the practice of forcing the lessee to surrender his lease without appeal and without any consideration whatsoever.

7. A study be made of the feasibility of zoning the parks so that some form of self government can be instituted in the parks communities of Banff, Waterton Lakes and Jasper. The citizens of these three communities must not be denied the basic rights nor the obligations of Canadian citizenship and the possibility of instituting some form of participation in local government should be investigated.

8. The department must stand behind the statement made by the Minister of Northern Affairs: "The policy regarding those who live and carry on business in the National Parks is that they enjoy no particular economic advantage or disadvantage because of their special place of residence or business".

9. The department, it would appear, does not understand the true economics of these seasonal areas and we earnestly solicit your support in having them (the economics) thoroughly investigated.

We believe that there is nothing to be accomplished for the benefit of the parks or for all of the people of Canada by the proposed leasing policy. The department has always held the controls over development that they indicate they will gain by this new policy.

We can see no connection between the leasing problem which now exists in the parks and the issue of conservation which this map will certainly dramatically reveal, and the department has seen fit to magnify so greatly.

We believe, as does the Hon. Mr. Laing, that private enterprise should provide all necessary services for the tourist. The policy which is advocated by the parks department would appear to be leading the government into direct involvement in providing these services, a policy that hasn't worked out in other countries.

Respectfully submitted,

Mr. R. W. Dowling,

Jasper Chamber of Commerce

The CHAIRMAN: Thank you very much, Mr. Dowling. Gentlemen, we shall now hear from the Jasper Residents Association. Mr. John A. Clark, the chairman was heard in Ottawa. I now wish to make an appeal before Mr. Clark begins his presentation to all those who are going to present briefs before the hour of 12 o'clock. I am sure no one wants to deprive anyone who wishes to make a presentation here this morning, and we only have two hours left for presentations before the questioning begins. I hope that those who are making presentations from now on will be brief and if necessary, they should summarize their briefs.

Mr. ROY MATTHEWS (*Member, Jasper Residents' Association*): The Jasper Residents' Association wishes to begin this presentation by outlining exactly whom and what we represent and, by so doing, to avoid further misunderstandings between ourselves and the Department of Northern Affairs and National Resources.

Since Jasper is not a town in the normal sense and since we are governed from Ottawa, we have no mayor or council to represent us. There is no organization to deal strictly with the problems of a residential nature. Thus, our Association acts as a voice for the residents and home owners of Jasper Park. This

presentation, therefore, will refer primarily to the residential aspects of the one square mile of Jasper townsite. As Canadian citizens, however, we are acutely aware of the necessity of preserving Jasper National Park for all the people of Canada and making it available to them. In this respect, we are in complete accord with the department.

We hope to present material that will give you a complete understanding of the residential problems of Jasper Park citizens, the effect they are having today and will have in the future. We will outline how we think the main problems can be overcome.

From the time a townsite first became a reality in Jasper National Park, the relationship between the residents and the department has been reasonably amicable. There were differences, of course, but generally if a resident desired a house, he built one. He was secure in the knowledge that it was not just a house, but a home in which he could reside with security. He also knew that his lease was renewable and should he move or pass away, the house could be sold or become part of his estate and no particular inconveniences or difficulties were likely to arise.

Then, two years ago, he found he had lost this security, for under the terms of the new lease form, his house could someday be confiscated as Crown property. We concede that the severity of this has been considerably modified since that time, but only after a series of long and sometimes bitter exchanges between ourselves and the Department. We use the date "two years ago" for the lease changes although the actual date was 1958, because not one resident of our town was aware of any changes in leasing policy until two years ago. In fact to the best of our knowledge, no one in the department's local administration office was aware of any policy change either. You would think that the department, in its capacity as landlord, would have advised tenants that major changes were being made in the leases. Not only was there no communication from the senior officials of the department, but on one occasion the Minister of Northern Affairs, the Hon. Arthur Laing, replying to a question on leasing changes in the House of Commons, replied that there had not been any changes made in the leasing policies in the National Parks. Probably Mr. Laing meant no changes since the 1958 Order in Council, but we were shocked by his reply because we didn't know of the 1958 changes and naturally had thought them to be more recent. We think this illustrates why residents of Jasper are highly dubious of anything said by the Department officials or the Minister of Northern Affairs.

Here, gentlemen, is the crux of the whole "National Parks problem". We believe there is complete lack of communication, understanding, consideration or respect on the part of the department toward the residents in its townsites.

In this brief today are our suggestions for resolving the problems in a manner acceptable to the residents and, at the same time, permitting retention of the broad tenets of Mr. Laing's proposed policy of National Parks. You should understand that these suggestions apply only to Jasper. We are not qualified to speak on the problems facing Banff or Waterton Lakes townsites. We ask you to give our suggestions most careful consideration in the light in which they are given. It is our earnest desire to resolve the differences between ourselves and the department amicably and fairly.



## LEASES:

Leases have been cited as a major cause of discontent in National Parks. We assume you are aware of the leasing problems that arose two years ago and we will not go into these in detail now. Rather, we would like to deal with some of the controversial factors in the present lease form.

(a) We feel that the lease should be automatically renewable when the lease term expires unless the land is needed for a purpose other than housing. If the land is needed for other purposes, then either full compensation should be paid the lessee for his home and improvements, based on fair market value as determined by an independent appraiser acceptable to both parties, or, a lot of similar size, suitably serviced, and with proper basement and foundation be provided and the house moved thereon at Government expense.

The choice as to whether the lessee sells his home or has it relocated within the townsite should remain solely that of the lessee.

(b) That portion of the lease which gives the Park Superintendent the right to enter the home for the purpose of inspection at any time, could possibly be abused, and become a definite invasion of privacy. We understand the intent of the clause (which is a standard clause for leasing land) and agree inspection may be necessary, but feel the words "upon giving at least twenty four hours notice of intent to enter the premises for inspection" should be incorporated into the lease wording. This may seem a minor issue, but we feel this clause violates a basic right as it now stands and while the department owns the land, we own the house, and invasion of our privacy is not necessary.

(c) There is no provision in the lease form for appeal on the part of the lessee should the terms of the lease not be adhered to by the department. Nor is there any recourse of appeal should the lessee be unjustly dealt with at the end of the lease period. We object to a Cabinet Minister's using his "right of assignment" power to change the lease terms, as recently happened with regard to perpetual leases. What is binding upon us as lessees must also be equally binding upon the department as lessor, or the lease is of no value to anyone.

## ADMINISTRATION:

The plain fact here, gentlemen, is that this town is administered and governed entirely from Ottawa, over 2,000 miles away, and it simply does not work. The people who make decisions are completely out of touch and consequently render decisions and policy based on theory rather than on practicality. Many of the policy-makers who rule this townsite have never seen Jasper. Yet these people make decisions without ever consulting townspeople who could very often give valuable information and guidance. Often decisions of a serious nature are made in Ottawa without consultation with the local park administrators in the towns concerned.

Can you imagine yourselves governing a country, with an absolute hand, without ever having set eyes on the place, or talking to the people, or finding out the conditions of living in such a place? Yet this is the situation in Jasper. It would not matter so much if the townsite rules were omniscient enough to make practical and workable decisions all the time. Unfortunately, no one is that gifted and decisions sometimes border on the unbelievable.



**UNNECESSARY RED TAPE:**

We all know that the peculiar type of confusion known as "red tape" can exist to an alarming degree in government departments and it is generally accepted as a joke on our democratic way of life. For those of us who have live under this day after day, however, it is no joke. Perhaps the best example we can give of unnecessary red tape in the Department of Northern Affairs is in the matter of the handling of applications for lease transfers, home building, or home improvements.

At present, the lease transfers or plans must go to Ottawa or to Calgary for approval. Such approval, without exception, takes months to obtain. In the case of a lease transfer, this means a tie-up of capital until the transfer is approved and poses a very real hardship on the persons concerned. In the case of home building, it means a delay of several months before a person can begin construction on his home, and in the event the plans are not approved, they must be revised and again submitted with a subsequent further delay of several months.

We realize building controls are necessary, but why can't these plans be approved locally? We have local departmental staff capable of approving plans for building or, if necessary, directing changes needed in order to meet approval. Local administrators are also better qualified to handle lease transfers. They are in the ideal position to determine if the applicant suits the requirements for residence in a National Park. Lease transfers could be processed in a matter of hours rather than months. Residents concerned can at least discuss any problems that may arise with the authorities and something of a sensible and amicable relationship would remain.

Many Park's regulations are so impracticable and almost unenforceable that residents are inclined to ignore them. Here again, the department is at fault because these regulations are made in Ottawa with no regard to local situations. The department acknowledges many of these faults, but flatly refuses to relinquish the complete control from Ottawa.

Perhaps at the root of the problem is Ottawa's long-distance attempt to administer both a townsite and a wilderness. Even we residents are not sure, at present, in which we are living.

**LACK OF COMMUNICATION:**

This item was dealt with by example near the beginning of this brief, and the example of changing the lease wording without our knowledge was given. It is sufficient to state that almost every change in townsite policy, whether major or minor, is made in Ottawa, without our knowledge. By the time we, as residents, are aware of these changes, they are accepted policy and we can do nothing about them, whether they be just, unjust, sensible or ridiculous. What the department does with regard to this townsite affects every resident. Yet we are never advised beforehand, consulted, or considered—only told.

**LACK OF TOWN PLANNING OR POLICY:**

This is probably the most serious aspect facing us today. This is not to be confused with Mr. Laing's proposed National Parks Policy which covers the entire National Park structure. What is needed in conjunction with the Park Policy is a Parks Townsite Policy that concerns itself with the major National

Parks townsites only. Jasper alone has 3,000 permanent residents. It is a stable community, made up of people engaged in all aspects of life found in any Canadian community. Here, Parks employees and operators of tourist facilities, railwaymen, pipeline employees, doctors, nurses, school teachers, carpenters, plumbers, insurance agents, dentists, barbers, milkmen, bakers, their wives and their families.

Our background differs from Banff's and Waterton's in that our community was not originally established as a tourist service centre. Jasper has been, for nearly 50 years, a railway terminal and C.N.R. employees make up 40 per cent of our population.

This is a well balanced community that will continue to exist and thrive for the foreseeable future. We know that many in the department wish this were not the case, but wishing is not the solution here. These men must be made to face the reality that this town is here, and must be properly governed, both now and in the future. It is a town that will continue to grow—it has to grow if tourist demands are to be met. The department must meet this expansion with a policy and a town plan that is both realistic and feasible. To do otherwise, and particularly to do nothing, as has been the policy so far, is to court chaos and disaster.

These are but a few of the complaints. We have cited just a few examples to give you some idea of the living conditions within park townsites. What of the future?

We can foresee no major change in the relationship between ourselves and the department unless something drastic is done. What Mr. Laing and the department have proposed so far can only lead to a furtherance of these conditions and we can foresee new problems arising to increase the confusion.

#### LAKE EDITH SUBDIVISION:

At this point, we should like to refer briefly to an aspect of Jasper wherein it differs from other national parks. Many years ago, a portion of the shoreline of nearby Lake Edith was set aside for construction of summer residences. But only about 15 years ago further lots were opened for leasing. It should be noted that the National Parks branch was under no pressure to open these properties. The act was at its own initiative. Consequently, homes were built in good faith, as in the case of homeowners in Jasper townsite, that these leases should be honoured. It is suggested further, in view of the surge in winter sports activity and development, that the agreements be eased to permit the use of the homes during winter months.

We are inclined to agree with the government that lake properties should not be opened for residential purposes in the future, but Lake Edith like Jasper, is here and the properties, valued at approximately one million dollars, are owned by Canadian citizens.

We mentioned the future a moment ago in this brief and I will now deal with a few items that could happen in the future.

#### TOWN MANAGER:

It has been intimated that "town managers" soon will be appointed for each townsite in the National Parks. His job, so far as we can ascertain, will be to handle local administrative affairs of townsites. But how effective can he be when all decisions are made in Ottawa? Instead of the present Park Superin-

tendent's writing of townsite matters to Ottawa, the town manager will do the writing. We are certain that, unless he is given more authority than the present Superintendent enjoys on townsite matters, the department is simply creating one more expensive but rather useless executive position.

#### CROWN CORPORATION:

We are violently opposed to the proposal of Mr. Laing that the matter of leasing be removed from his department and put under the control of a Crown Corporation. This could lead to a regrettable situation.

At present the only way we can protest injustices in leasing policies is through the mass communications media and on the floor of Parliament. At least the Minister must answer for the actions of his department to the elected representatives of our country, and if these actions are bad or unjust, they are criticized and it is possible that public opinion can force necessary changes. But how can we appeal to a Crown Corporation? Crown Corporations may be fine for certain types of business, such as the C.N.R., but it is difficult to envision one doing the duties that normally fall upon a town or city council. It has already been stated that residential leases can easily be handled on a local level.

We ask you to oppose this proposal of the Minister. To put a matter that affects our right to proper housing in the hands of such an impersonal body as a Crown Corporation would be an act opposing the principles of democracy and all that that sacred term implies.

#### FUTURE LAND RENTALS:

Related to the above matter of Crown Corporations is the matter of the coming increase in land rentals. We agree with the department that the present figure of \$12.00 per year on residential lots appears unrealistic. But the figure the department has arrived at appears equally unrealistic, for two reasons. First, the method used to arrive at the figure of \$140.00 per year is one used in business transactions, but we feel that this has no bearing when you are considering the housing requirements of a town. The department argues that residential lots represent a value to them of \$2,333.33 each if they were allowed to sell them. The implication is that the government is denied interest that would accrue them if the money were available for investment. Therefore, they are charging the residents the amount of 6 per cent per year on this value as land rental since they cannot invest the money any other way. In other words, what we are doing is paying the government 6 per cent on a non-existent \$2,333.33 which, over a 42 year period, accrues to the government an amount in excess of \$25,000.00.

I should elaborate on this \$25,000 figure. That is the amount that \$140 per year would return to the government if it were invested and the interest compounded over a 42 year period. After all, we are not an investment company. We are townsite residents. The economists within the department who came up with this particular gem should be made to realize this point.

Since the department is concerned about the figure of \$2,333.33, allow us to pay this amount for land rental for the 42 year lease period, which works out to about \$55.50 per year, a much more realistic figure.

The second objection we have to the new land rental figure is the fact that it will raise the cost of housing far above the national average, as this land rental



fee of \$140.00 is in addition to our normal community obligations of school tax, sewer, water and garbage service and municipal hospitalization. As a result this will place a very real hardship on those whose incomes are not considerable, especially those residents of our community who are on pension. In all likelihood these people will have no recourse but to move. Mr. Laing's statement that it will not be the policy of the department to force people to move when they retire becomes somewhat of a mockery.

Another alternative to the land rental problem might be to set the town up on a mill rate system of taxation, discontinuing land rentals and special assessments for water, sewer and garbage. Every homeowner and business establishment would be taxed at a mill rate based on the Provincial government assessment of the property and the money would be allotted by the taxing authority for school tax, municipal tax, water, sewer and garbage charges and land rental.

The provincial average for towns of equal size to Jasper is between 55 and 60 mills. We believe some concession should be made in view of a situation where there can be no chance for capital gain on the land as it is not owned by the individual.

Considering restrictions, we feel that a rate below the Provincial average would be a realistic taxation figure.

#### POPULATION EXPLOSION:

One inevitable fact that must be faced is the increase in population that Jasper will experience within the next few years. The number of visitors to Jasper National Park increases greatly each summer. More and more facilities are going to be needed to feed and accommodate these visitors. It necessarily follows that more people will be needed to staff and maintain these facilities. As well, consideration must be given to the tremendous increase in year-round traffic that will be experienced when the Yellowhead Highway is completed. Again, there will be more visitors, plus travellers and truckers who may be just passing through, but who require service for their vehicles, lodging and food.

The CNR anticipates a considerable increase in the amount of traffic they will be handling through Jasper. There will be more trains of potash, wheat and merchandise as the economy of our country and with particular reference to Jasper, the economy of northern British Columbia increases. The new Alberta Resources Railway will soon be in operation and will again add to the traffic through Jasper. The increase of business on the CNR is already evident and many new men have been hired locally. More will be hired. They will require homes for themselves and their families.

Then the inevitable spiral starts—more school teachers for their children, more stores, more doctors, larger hospital staffs, more churches. It is inevitable that a town situated in such a key position as Jasper will increase in population, whether it is in a National Park or not.

The answer is not to stifle this expansion. The answer is to accept the fact that the town must grow and to plan for this growth realistically and soundly. It must be guided and administered by capable men in the most favourable position to channel future expansion of the townsite to best advantage of all concerned. Town expansion need not be detrimental to the concept of preserving the



wilderness. Expansion cannot be shelved for five or ten years. By then it will be too late to preserve any context of sensible planning. To attempt to straighten things out then will take years of endeavour and cost the Canadian taxpayer many thousands of dollars in unnecessary expenditures.

We do not say we have all the answers to the problems that face the department regarding townsites in the Parks. By the same token, we know the department itself certainly does not have the answers. We have presented suggestions that we believe could assist in alleviating some of the problems that confront both the department and the residents of Jasper.

It has been suggested that some form of local autonomy is required. There is perhaps no other alternative if you wish to settle the unrest that now exists in Jasper. Mr. Laing has stated that a freehold townsite is out of the question. We disagree with him to the extent that it is a normal desire of man in a democracy to own his own land and such a desire in a free country such as Canada can hardly be brushed off, as being simply "out of the question". We do agree that the step to a freehold townsite may not be a solution, but its merits should be explored.

There is the possibility of solution somewhere between the two extremes—the dictatorial control that now exists, and the full local autonomy that the department forbids. Perhaps, under the concept of a townsite policy, a local townsite governing body could be created, a group to be given a responsible share of government, one which could make decisions within the broad concepts of a realistic and workable Federal Townsite policy. In short, a town council may be desirable. Certainly the proposal deserves study.

In conclusion, we sincerely urge you to accept this submission as an outline of some of the problems that face us as National Parks residents. You have not heard the highly specialized and technical arguments of an expert on National Parks problems. You have heard of the consternation which exists among the three thousand residents of Jasper townsite who ask for nothing more than a guarantee of security, privacy, responsibility and self-respect, the basic rights enjoyed by Canadians who reside outside our National Parks.

The Minister of Northern Affairs has stated that the residents of the National Parks shall enjoy no particular advantage or disadvantage because of their place of residence. We would like the opportunity to make these words a reality.

Respectfully submitted,

Mr. R. Matthews,

Jasper Residents' Association

The CHAIRMAN: The next witness we have is Mr. D. I. Crossley, the chief forester of the Northwest Pulp and Power Company will deal with forestry management in national parks.

Mr. D. I. CROSSLEY (*Chief Forester, Hinton, Alberta*): Mr. Chairman, and members of the standing Committee, before I present my short brief, I was introduced as the chief forester of the Northwest Pulp and Power. That is certainly my place of employment and my position, but I am presenting this brief today as a private citizen.

The National Parks Service is deeply concerned over its public image and is currently running a major education campaign under the slogan "Let's Keep The Beauty That Came With the Country". There is a definite empathy between professional foresters who are engaged in all forms of wild land management, and, in its desire to be of assistance, the Canadian Institute of Forestry has repeatedly urged the Parks Service to give serious thought to the harvesting of timber inside Park boundaries.

You must recognize that forests are not something static, that what you see today will not always remain the same. Natural timber stands are born, mature and grow old just as you and I, but death of the stand is a long, slow process and renewal to youthful vigor depends upon stand removal by catastrophic forces. Under natural conditions, wild fire serves this purpose, but wild fires are obviously anathema to a National Park and a more acceptable agent must be substituted. Otherwise, the day will come when all the unmanaged timber within the Park becomes overmature and managed stands of many age-class outside the Park boundaries will be much more attractive than the over-mature, diseased and insect-infected stands within. Such an eventuality I feel sure, you would not wish to accept. Consequently, it is my professional opinion that you have no alternative but to accept the idea of managing your forests. You could continue to accept the rejuvenating effect of fire but, of course, under controlled conditions. You could also condition yourselves to the idea of timber harvesting, with the axe serving as the catastrophic agent. Lest you are busy conjuring up an image of the "greedy timber baron" and large areas of devastated forest, let me hasten to assure you that few, if any, professional foresters would be sympathetic to such coveting or to this form of harvesting. Rather, we visualize a very special form of multiple-use management, with recreation as the prime use and timber management as its hand-maiden. How to undertake controlled burning and/or to wield the axe to accomplish this with a minimum of temporary unsightliness is the problem. You retain Foresters in your Parks organization. They can solve the problem if you are willing to recognize it, although, in many instances, the cost may be high. Unwillingness to accept the principle of managed stands within Park boundaries will result in the progressive loss of the beauty that came with the country.

The CHAIRMAN: Thank you very much, Mr. Crossley.

We shall now hear from Mr. Marlett, the general manager of the Edmonton Chamber of Commerce.

Mr. D. F. MARLETT (*General Manager, Edmonton Chamber of Commerce*): Mr. Chairman, and members of the Parliamentary Committee on National Parks. We have heeded your admonition to be brief. We have a two page brief which will not take too long.

The Edmonton Chamber of Commerce is pleased to present this submission with respect to the National Parks. The Edmonton Chamber is composed of over 2,000 members in Edmonton and District.

The Chamber is engaged in many programs to promote the growth and development of the natural resources of Northern Alberta, and the improvement of facilities and services that will benefit Canadians.

The Edmonton Chamber is in agreement with the original concept of the National Parks Act which dedicates the National Parks "to the people of Canada for their benefit, education and enjoyment subject to the provisions of this Act and the regulations and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations."

The Chamber feels that changing patterns in our mode of living and recreational enjoyment call for an interpretation of the Act to provide a more variable use of the Parks in keeping with changing trends. Operators should be encouraged to render the best and most economical service to visitors to the Parks. It is therefore imperative that greater security of tenure for operators and incentives to private enterprise be provided.

#### RECOMMENDATIONS:

The Edmonton Chamber of Commerce submits the following recommendations:

- (a) There be provisions where appropriate in National Parks for the following areas or zones:—
  - (i) a wilderness zone comprising the great majority of the area of the Parks to be kept in its natural state.
  - (ii) a zone(s) for such education and recreational activities as fine arts and continuing study schools, ski lodges, high country hiking and mountain climbing including high country huts and hostels.
  - (iii) service zones easily accessible to highways for adequate tourist facilities of all appropriate types.
- (b) That there be adequate compensation for improvements on commercial leasehold properties in the event of non-renewal of the lease.
- (c) Some type of Board or Tribunal be established before which a Lessee might plead any disagreements with the Department.

The above recommendations were adopted this year by both the Canadian Chamber of Commerce and the Alberta Chamber of Commerce. The Canadian Chamber did not deal with recommendation (c). The Alberta Chamber represents some 130 community Chambers of Commerce, and Boards of Trade in Alberta. The Canadian Chamber is the national federation of some 890 Boards and Chambers throughout Canada.

Respectfully submitted,

D. F. MARLETT

General Manager

December 2, 1966.

The CHAIRMAN: Thank you Mr. Marlett. Gentlemen, we will now hear from the Mountain Parks Motel Association. Mr. E. E. Bishop will be the witness. For the information of the members, Mr. Bishop has provided 7 copies in French and I think he is to be complimented for this, as it is a very generous courtesy.

Mr. E. E. BISHOP (*Barrister representing the Mountain Parks Motel Association*): Mr. Chairman and members of the Committee. First I must express our appreciation of the fact that you have come out west and I have watched and



listened with great interest to the proceedings in Banff and these first proceedings in Jasper. I certainly appreciated the attention with which the members have listened and because in Banff there was a shortage of time for questions, which I think you will agree are probably even more important than the briefs which you can read later, I am going to accede to the request of the Chairman and summarize the briefs which I have to present.

The first brief is a submission of the Mountain Parks Motel Association to the standing Parliamentary Committee and I should start out by explaining that this association represents approximately 50 motels in Banff, Jasper, Yoho and Kootenay parks. Some years when the membership drive is good, there are also members from Waterton.

Referring to the brief, the first heading is The Issue. One of the problems that the operators in the national parks have found in the past in trying to present their position to the public is that discussions that start out concerning the rights of the individual, the rights of the businessman, the rights of the operators in his dealings with the government seem to turn out to be emotional arguments over the question of conservation or despoliation. I think by now gentlemen you have heard enough briefs from enough people ranging all the way from the bird watchers from Calgary, to realize that no one is against this wilderness concept. There is a question of degree and again I refer to the wildlife people who suggested I think very seriously that there should be no type of residents in the park, that all these things should be moved outside the parks, but as you heard in the Edmonton Chamber of Commerce brief just a few minutes ago, all groups endorse this zoning concept which provides for a very large wilderness area.

I refer to this again in the first section headed The Issue, and the motel keepers are not the people who want to spoil the parks, they are conservationists in the truest sense, their whole life is here and they are here because they are conservationists, they like the mountains the way they are.

The second section is Purpose of the Parks. Now this inevitably quotes the sections of the National Parks Act, which I am sure you have heard ad nauseam and by now you probably know by heart, therefore, I will not go into it again.

The third heading The most desirable type of Operator. I think this is perhaps the crux of our whole brief and our whole argument, and possibly goes to the basis of the argument as to whether the government's proposed policy of no more perpetual leases is desirable for the national parks or not. Our submission gentlemen—and our argument is developed in more detail in the brief—is that the type of operator who will do the best job, who will put the most into the business, both of himself and his money, who will give the visitor the most for the least, is the man who has a security of tenure to such an extent that he feels the same as the freehold owner, an owner at least in principle. Now what I am saying right now, arises partly out of a discussion at dinner last night with Mr. Basford, when I raised with him what I think is the basic question of what is bad about a perpetual lease. Now this has—to my knowledge—never been satisfactorily explained; yet a decision that there is something inherently evil about a perpetual lease has created about 90 per cent of the problems we are talking about, and certainly has created a number of the hardships which you heard



about in Banff and you are hearing about here. I think, gentlemen, you should give very great consideration to this basic question of: Are perpetual leases, *per se*, a bad thing?

Mr. Basford suggested that a man who has a perpetual lease begins to think that he owns the land. This may be true, and probably is true, because people do not read the fine print in their documents and people, other than lawyers, probably are not too aware or concerned about the technical legal difference between ownership—that is, free simple ownership—and leasehold ownership. I submit, however, gentlemen, that the man who thinks he has the permanent right to the property—thinks he owns it—is the same type of man who will, for that very reason, do the best job in the parks and will, consequently, because he is building an estate, he is building something that will be there and will be his when he has given his lifetime to it; he will, just by the nature of the situation, do a better job for the visitor to the park and do it at a cheaper price. His point of view is always the long range point of view—it has to be—it is not the short term point of view that is forced on him by a terminable lease which means that whether he feels this is the right way to do it or not, he has to charge a certain minimum to get his money back. He must also keep under a certain maximum in the quality of the service and the type of building he erects, for instance, if it is a motel.

This covers the two sections under the headings of “Most Desirable Type of Operator” and “Effects of Park’s Policy”. I have one little section here on “Concept of Depreciation” and I think I can anticipate a future question on this point by explaining in greater detail what I mean. Quite a bit has been said about depreciation and the term of 42 year lease and the fact that the income tax scale for depreciation would allow any business to be depreciated in considerably less time than this, or any business to be amortized in considerably less time than this. Many of you who have had your own businesses, or had anything to do with business, know, fully and painfully, that the money on your balance sheet that moves from one section to another under the guise of depreciation, does not, in your cashable, move from your customers to a savings account that gradually fills up over the years so that you build a building now and depreciate it over 20 years or 25 years. You say, “now the day has come I can go look in the savings account, and here is all this money that I invested in the first place and it has been earning interest too, so am I not lucky?” But, what actually happens, and what the income tax concepts of depreciation means—and here I emphasize that I am speaking as a layman, not as a chartered accountant—is the fact that you build your motel, say, for \$200,000 and each year it is going to depreciate physically to a certain extent. It is going to cost you money to keep that up to standard, and the Income Tax Act recognizes this fact, and allows you to charge, as an expense for income tax purposes, an amount that they call depreciation for the purpose of determining the income tax you are going to pay. The Income Tax Branch, however—nor anybody else—does not come along and pay you the amount of this depreciation. In other words, people who have built properties and have maintained them, and have depreciated on their books, have not, in fact, recovered their investment. Again, I am not saying this from an accounting point of view; I am saying it as a layman. This goes back to my previous remarks

in the case of the, shall we say, money operator who is the type we must inevitably attract now, he no doubt will allow for recovery of his capital cost allowance—which is the income tax terms for depreciation—by setting aside a recovery of the investment. But, the very type of operator I was speaking of earlier—who is the one you want, and the desirable one—has been plowing this money back into the business, and he does not have it at the end of his 20 years or his 40 years, or what have you.

Now, I am getting a few ad lib remarks in here because this is the method of presenting the brief. But a factor that also appears to be ignored is obsolescence, and it is not practical and certainly is not desirable from the point of view of the people of Canada who are going to use the parks, that an operator should build a motel in 1966 and carry on with that same motel for 15 or 20 years; because the requirements of the public change. A motel operator is always in the position of having to upgrade, as distinguished from maintain his property. This calls for a constant further injection of capital whether that capital comes from the outside or whether it is a reinvestment of profits. It would be most undesirable from the point of view of the public, I submit, if the nature of the lease was such that however desirable from a business way the operator might feel the upgrading was, he would not be able to afford to do it; otherwise, he would run off the end of his lease and would have been unable to recover his investment.

Now, I have a heading here called "Large Investors Only" and this is somewhat related to what I have just been saying. I will just read this point:

It has been argued by the Department that several large and sophisticated financial investors have accepted the present rules and have made large investments in the Parks.

We submit, that only a large, and presumably sophisticated investor, can afford to do this. Forty-two years is a long time in the life of a person. We feel—and I am sure many of these large investors feel—that the disadvantages of this policy will become more and more apparent, as they have in the United States, and that the ground rules will actually improve before the end of the 42 years. A large corporation with a large investment can look at this, or with large amounts of money to invest, can look at this and decide that this is a good calculated risk and they will deal with this, when the climate is right, sometime during the 42 years. Certainly, gentlemen, the private operator, the small operator, who again I submit is the best operator from the point of view of the public, cannot afford to do this however confident he may feel that it will all work out right; he cannot risk a life's endeavour in the hope that the ground rules will not turn out to be so bad after all when the smoke all clears away. So, again, the proposed policy gives us the impersonal, absentee landlord, type of operation.

I have a heading here "Bureaucratic Control", which I think is an inevitable result of the proposed leases. Obviously, when the term of the lease runs out the government will own the various installations. Now, I have had discussions with Mr. MacDonald on this and he made it quite clear that the government does not intend to run motels and hotels, and grocery stores, directly. What they do intend to do is grant them as concessions to operators who will operate them on a concessionaire basis, presumably in a manner that they can make money. If this is what parliament wants, this is what parliament can do; but I think it is important that you gentlemen realize that this is what you are deciding to do.

Secondly, again my sounding board, Mr. Basford, last night suggested, or told me about a government built and a concessionaire operated installation, I think it was in Manning Park, and he said this is one of the best he has ever seen. Now, I concede this and I think it is possible—it may be even probable—but in this particular case, the government built the motel. We do not have any data available as to how much that cost. A gentleman over here looks puzzled, I should explain that I started out to summarize the brief, rather than read it and in doing so I am adding some extraneous remarks.

Mr. BASFORD: Excuse me, Mr. Chairman, on a question of privilege. I am sure Mr. Bishop is not intending to do this, but I would like to make it clear that last night we were having a very pleasant discussion; an exploration of ideas. I was not necessarily putting forward as an argument or as my belief that the government should own or operate or run all the facilities. On a question of privilege, I do not want that impression created.

The CHAIRMAN: Witnesses are allowed to complete their briefs, and when the briefs are completed they will be open for questioning. I believe that we might be able to commence before lunch. However, I urge the witnesses who are presenting their briefs, please, not to be too long. We have given them 10 or 15 minutes and they are going at a rate that would keep us here until Christmas, if we are going to hear every one of them to the same length.

Mr. BISHOP: Mr. Chairman, I accept your correction, and I will proceed with summarizing the brief and nothing more. Before I do, I must confirm what was certainly my understanding that Mr. Basford, last night, was throwing various arguments at me just to see what answers he would get; he was not outlining any of his personal feelings.

The next heading is "Civil Service Procedures". Here we take exception to the use of the right of the government to approve transfers of leases using the withholding of this right to force people to change the terms of the lease that they have; you have heard about this in other briefs.

The next heading is "Private Enterprise" at section 23. We have raised the point again that we feel that private enterprise can do this job better than direct government can.

Then there is a section on "United States Experience", which has been referred to in another brief.

Finally, there is a section concerning the policy statement of the hon. Arthur Laing. Again, this has been referred to in other briefs. We might say that we agree with his statement completely to the effect that people doing business in the parks should not have any advantage nor any disadvantage, although we feel this is definitely not being implemented.

Finally, if I may read the last page under "Recommendations", the motel association makes the following seven recommendations:

1. Leases be granted to concessioners on a 42 year basis with adequate renewal periods and no restrictions on the number of renewals.
2. That the Crown have the right to decline to renew at any stage but pay fair market value for the facilities at such time.



3. That the Crown have the right to acquire any lease at any time for a "higher use" providing that fair market value and damages are determined by independent arbitration and paid promptly on acquisition.

4. That the Crown do not relinquish any of its rights to control standards and to demand the maintenance of quality.

5. That the Crown arrange for the assessment of all property on a consistent basis (such as that outlined by the Alberta Arbitration Act) and that all rents or other charges in lieu of taxes be based on a mill rate chargeable against all properties of whatsoever kind.

6. That provision be made for renegotiating leases at any time rather than at the termination of renewal date.

7. That the Parks Branch and the Department of Northern Affairs be instructed to abide by the true intent and meaning of written contracts of the Crown.

That, Mr. Chairman, is the end of the submission of the Mountain Parks Motel Association, and I will promise to be more brief with the other two.

The CHAIRMAN: Well, I will give you another five minutes, Mr. Bishop, but we agreed before we called you to the stand, to give you 20 minutes; you have been 30 minutes now but we will give you another five.

Mr. BISHOP: The submission, sir, of the operators of the ski resorts in Banff and Jasper, I will just commend to the Committee to read. I will point out that there are four places of operation: Mount Norquay at Banff, Sunshine near Banff, Lake Louise, and Marmot Basin in Jasper. The reason for a separate brief is that in most cases these leases are very short—none of them have been offered anything as long as 42 years—and in the second place, they are normally faced with a development program which comes directly from the government, but indirectly from the skiing public for the building of new and expensive facilities; and sometimes at a rate that they do not think is economic. In view of my earlier lapse, I will leave that brief at that and go on to the next one.

This is one of the hardship cases, the submission on behalf of Walter Mielke of Storm Mountain Lodge; you heard several of these in Banff. Mr. Mielke had attempted, for some years, to reach an accord with the government on his problem which is outlined in detail in this submission. Finally, in a letter of September 26, 1966, the hon. Mr. Laing referred Mr. Mielke to this commission and suggested and requested that his case be put before the commission. Again, because of the time I have taken, and the requirement for questions, I will not read the brief. I would like, however, Mr. Chairman, to ask the commission to consider it. I feel that the brief will be more understandable if I could enclose a plan of the roads in the area involved. I would like to forward this to the members, after they leave here, and not deal with it further today. That is all I have to say at this moment, and thank you, sir.

The CHAIRMAN: Thank you, Mr. Bishop, thank you for your co-operation. I am now going to ask Mr. George H. LaRoi of Ottawa to come forward. He will speak on behalf of the Edmonton Natural History Club. Mr. LaRoi?

Mr. G. H. LAROI (*President, Edmonton Natural History Club*): Thank you, Mr. Chairman. I represent several organizations in Alberta, none of these or-



ganizations have any commercial or business interest in townsites or the parks. I have been asked to present one brief that will represent most of these organizations; the rest of them have been deposited and circulated. It is a brief of the Edmonton Natural History Club and it is not very long. Since it is the spokesman for, shall we say, the basic motivation behind national parks which has not been heard in Jasper yet, I would like to read through it with you.

The Edmonton Natural History Club is an organization of people from all walks of life and all professions who are drawn together by a common fascination for the wonders of our dwindling natural surroundings. The club is therefore vitally interested in the acquisition and preservation of the best remaining examples of the nation's natural heritage, and wishes therefore to make known its position in respect to the National Parks Policy enunciated by the Honourable Arthur Laing on September 18, 1964. This brief sets forth the club's views on some of the major issues which have arisen before and after the new summary of policy was made public.

There are 10 topics that we have considered here, and each of them bears upon a different area; some of these are quite different from what we have heard about thus far today.

1. We agree that the basic purpose of the National Park System is to preserve for all time significant natural and historical features of the Canadian landscape, so that present and future generations might derive benefit, education and enjoyment by observing the works of nature untarnished by the hand of man.

That is, we agree, wholeheartedly, with the basic purpose of national parks.

2. The Government of Canada is charged<sup>a</sup> with the responsibility of fulfilling this purpose and protecting the people's trust. Forms of human activity which are not in harmony with the basic purpose must be prohibited from taking place inside National Parks, because they lead either directly or indirectly to impairment of the very features the National Parks were established to protect.

3. No National Park, however large in area and however well-planned, can handle an unlimited number of human observers, even if the activities of these visitors adhere strictly to the basic purpose. We believe that each park has a limited carrying capacity for visitors. Therefore all forms of human activity which do not depend upon and/or compete with the basic attractions of National Parks must be kept outside the park boundaries. Otherwise the inevitable day when visitors reach the carrying capacity will come that much sooner, and on that day it will be the responsibility of the National Park Service to establish quotas to prevent lasting impairment.

4. We believe that the best way to fulfill the basic purpose of the National Parks System is to carry out intensive scientific studies of park resources *before* any further developments are initiated in respect to access roads, visitor lodging sites and other modifications of park land. The information from such basic studies can be used to estimate carrying capacity, plan access routes and service centers, and provide park naturalists with the basic requirements for good interpretative programs. Significant unnecessary impairments of park lands result from inefficient planning based on a limited knowledge of resources, effectively reducing carrying capacity to levels the nation cannot afford.

5. We believe that the number of permanent lodgings for visitors and year-round residents in the Banff and Jasper Townsites could and should be increased by a vigorously applied plan of urban renewal together with expropriation of all property held by persons who perform no essential service. At the present time the utilization of townsite land is extremely inefficient. It is the duty of the National Park Service to make the best possible use of impaired lands, so as to prevent wasteful urban sprawl into surrounding areas. Such a plan of renewal would make it possible to delay construction of additional service centers until after a comprehensive plan for zoning and development is issued, based on the scientific inventory of natural resources suggested above.

I might add to this that the Canadian Wildlife Service and many scientists from universities and other research institutes, have been, and are carrying on a fairly well co-ordinated effort to arrive at the basic information that would lead to the development of a comprehensive plan.

6. We think that the subject of human *recreation* is deserving of much more attention than it has received from the Province of Alberta or the Government of Canada. The people of this country should be provided with recreational outlets for their increasing leisure time. The National and Provincial Parks Association has recommended a national study of recreation; it has also suggested that the Province of Alberta could do much more to provide for the recreational needs of Albertans. We agree with the recommendation and the suggestion.

7. The Minister of Industry and Development for Alberta has stated that Banff and Jasper and Waterton occupy virtually all of the *accessible* mountainous areas of Alberta. We submit that the minister is wrong in this contention. We strongly urge that Alberta establish a Rocky Mountain Provincial Playground along the route of the forestry road between Hinton and Calgary. This route, which passes through some fabulous mountain and foothill scenery, could offer all of the services, recreational activities, schools and other facilities that conflict with National Parks Policy. It would increase the income of the tourist industry in the way desired by the Alberta Minister. In short we challenge the Honourable A. Russell Patrick to prove that his "true-blue conservationism" can be used to the recreational advantage of the people of province and nation, as well as to the tourist industry.

8. We contend that the provincial government is *not alone* in overlooking the recreational needs of present and future generations.

We sincerely hope that the federal government will take decisive action toward establishment of many new National Parks before the onrush of human exploitation makes such action impossible. The Northwest Territories is entitled to a Great Slave Lake National Park; so are Canadians. The Yukon Territory is entitled to a St. Elias National Park; so are Canadians. Why is so little—this is asked by the Edmonton Natural History Club—of the natural heritage of eastern Canada set aside for the benefit, education and enjoyment of the people? Both federal and provincial governments should, during the Centennial Year, endeavour to provide for the needs of the people over the next one-hundred years.

9. There are over 2 million species of organisms residing on our planet at the present time: *Homo Sapiens* is just one of this number. We believe that man has an obligation to the co-inhabitants, that he owes his existence to their support.

Yet much of the history of man has been one of wanton exploitation. National Parks are more than playgrounds for citizens who seek to escape the pace of our culture; National Parks then are a gesture of an awareness of human wrongs and an investment in the long-term prosperity of man and his fellow organisms.

10. Only an extremely selfish minority group can argue that the National Parks Policy Statement of the Honourable Arthur Laing is a "backward step". We believe that the new policy is in the best interests of the people of Canada, and commend the House of Commons on its non-partisan support for the principles which led to the establishment of the National Park System and for the current interpretation of the Act. We are sure that those administrative mistakes—the kind of things that have been brought out, I think, by most of the briefs in Banff, Lake Louise, and Jasper—most of those administrative mistakes made in the past will be duly compensated for by the federal government...to the people and to the parks. Now, before concluding, since I have not taken up very much time and as you have four or five other briefs, I have a professional interest in forests myself—may I please make two minutes of observations?

The CHAIRMAN: Permission granted.

Mr. LaRoi: Thank you. I would like to take exception to what Dr. Crossley has said about substituting the axe as a catastrophic substitute for normal catastrophies in national parks. I believe, that this action is totally incompatible with the principles upon which national parks were established. But I do want to say, as an ecologist, that the idea of wilderness management is going to have to be given much more consideration as the years go by, than it has received to date. If we are going to preserve wild lands, in a condition resembling that when first founded, we are going to have to institute certain invigorating practises. This is being done in the United States national parks now, and just as soon as we get the basic scientific ecological, biological, and geological information—such as I have suggested here—we will be in a position to bring off such modifications to maintain a steady and staid condition so that present and future generations may enjoy it.

Last of all, our brief is short, and I would like to say that most of the organizations that I represent, are wholeheartedly in agreement with the long brief that was submitted by the Canadian Audubon Society on May of 1966, and you all have copies of this paper. Thank you.

The CHAIRMAN: Thank you Mr. LaRoi, will you kindly indicate the other organizations which you represent in addition to the Edmonton Natural History Club?

Mr. LaRoi: I represent the Alberta Wildlife Foundation; the Canadian Society of Fisheries and Wildlife Biologists, Alberta Chapter; the Edmonton Bird Club; the Edmonton Natural History Club; and the Gateway Colour Guild. Each of these has submitted a brief, and there are also some personal or some private briefs that have been distributed this morning.

The CHAIRMAN: Thank you very much, Mr. LaRoi. Now we are going to hear from private individuals. Mr. Toby Rayner? Mr. Rayner has a personal submission to make, proceed, Mr. Rayner.



Mr. TOBY RAYNER (*Banff resident*): First I would like to challenge the speaker proceeding me in that he claims you could have skiing on the east side of the Rockies, which is not so, because you would not have the proper snow conditions. There are places where there is a depth of snow fall of 12 feet, but this snow does not stay. An experience for this is Fisher Mountain near Calgary, where they must use snow making machines, and it just does not work; so you cannot have all the ordinary facilities outside the park.

I present a brief here in regard to Marmot Basin, and I would like to read it to you.

When 16 years ago Mr. Joe Weiss discovered Marmot Basin in the Jasper National Park, he did not realize how much grief and trouble it would cause to the general public and especially to myself.

About 14 years ago Jasper was faced with the decision which area to develop, Marmot Basin, a high country alpine basin, 5 miles from Jasper, or Whistler mountain a rather steep mountain, close to the Jasper townsite. Joe Weiss together with a few individuals argued that Marmot Basin should be the area, as it has good reliable snow conditions, a long season, from November to May, beautiful scenery, in short all the makings for a good ski area. And it was then the Department of Northern Affairs, who decided against Marmot Basin and made it a point that Whistler Mountain was to be developed. As Whistler Mountain lacks reliable snow conditions, it has never been an outstanding ski area.

In the meantime Marmot Basin was never quite forgotten, there was always someone to carry the torch of enthusiasm for the high alpine ski slopes. First there was Athabasca Hotels, they operated snowmobiles into Marmot Basin whenever there were enough skiers to make a full load. Then Snowmobile Tours operated for several years. Then Brewster Transport who tried to use fourwheel drive vehicles on the road. But all gave up because the operational costs were too high and the skiers too few. Then after everyone had given up Marmot Basin, I came along, born in Austria, I came to Canada in 1953 and I am a Canadian citizen. I had skied for many years in Europe and Canada and when living in Jasper I took up the great sport again. The first winter my wife and myself made many trips on skis to the mountains and valleys surrounding Jasper and Easter 1960 we skied Marmot Basin for the first time. That year no-one operated snowmobiles into the Basin and skiing in the area had become a thing of the past. We were thrilled by this skiers paradise, terrific snow conditions, beautiful scenery, a fairly good road leading to the area. So we applied for and received a concession to operate snowmobiles into Marmot Basin. The concession was given to us on a one year basis. We took our savings and bought a new 15 passenger snowmobile for \$5,300.00 and started operating Christmas 1960. This was the first time in the Basin's history that regular scheduled trips were leaving for Marmot Basin every weekend and holiday, to provide a service to the public. The warden cabin, which was in the Basin, was used, but as it was not possible to drive right up to the cabin, supplies and even firewood had to be carried in on my back—a distance of about 500 yards.



The following summer we received permission to build a cabin, 12' by 18', costing \$2,100.00 to give skiers more convenience and better service as it was not permitted to use the warden cabin any longer and no other shelter was available.

After the first year of operation the Department of Northern Affairs offered us a concession for a 3 year term, which of course was accepted. Permission was also given to install and operate a rope-tow, and we installed the first tow in the Basin, 700' long cost \$2,500.00. Also refreshments in the cabin were permitted and served. The first year of operation proved to be a big loss, but with advertising and promotion we hoped to get more skiers for the second season, which was the case, as we were well liked by the skiing public. But still there were not enough skiers who enjoyed good skiing so much that they would climb for each run, in spite of the very popular 5½ mile ski out, back to the Jasper-Banff highway. But we held on to our project hoping to have the chance to develop the area to meet the demands of todays modern skier.

After negotiations and meetings with National Parks Official the Government adopted our proposal of development and agreed to call tender. Tenders were closed on March 2, 1964. We had arranged financing of our project with the Industrial Development Bank and partners, securing funds in the amount of \$130,000.00. Proposing a day lodge and a 2600' ski lift in the Basin. A second stage development called for a big chalet and a chairlift starting from a section of the mountain which is known as half way point, eliminating the age old problem of the road.

However, on May 22, 1964 we were informed that the concession had been awarded to the only other bidder, 3 years of hard pioneering work, planning, advertising, promoting all done for some one else to take the rewards. We invested all we had in money, labour, energy and enthusiasm on this project.

In conclusion we faced a loss on our original investment as follows: On the snowmobile \$5,300; the cabin \$2,100; the rope tow \$2,500; the estimated labour cost over three years of two people \$12,000 per year: In all, \$21,900.

We recovered our investment as follows: On the snowmobile \$2,500; on the cabin—on the basis as the government put it to us—"take it or leave it" \$500, where it had cost us \$2,100 to build. This cabin that was sold at the time could never be used by the department. Now it is still used at the low cost additional investment on this cabin, and it is still up there at Marmot Basin. The rope tow \$2,500; our total loss was \$16,400 in three years.

The snowmobile and cabin were sold to the Department of Northern Affairs for the price shown, on a take it or leave it basis. The cabin is still being used by the department in the basin. Of course it is too late to reverse the decision but it is never too late to do justice to the big loss we had in the basin. Thank you.

The CHAIRMAN: Thank you, Mr. Rayner. I am going to call now on Mr. A. J. Macaulay of the University of Alberta. Is anyone substituting for Mr. Macaulay? Would you table the submission. Now, gentlemen, this morning you have heard 11 presentations and at this point you have heard all the submissions that were asked to be presented. Now it will leave us a little extra time for questioning of the witnesses. The first witness, a very important witness, is Mr. Steer who

presented his brief at Banff. Mr. Steer would you please come forward. I think Mr. Roxburgh requested to ask the first question and then Mr. Woolliams second. Now, Mr. Roxburgh, your first question?

MR. ROXBURGH: Mr. Steer, just before I ask Mr. Steer a question or two I first just want to say on behalf of myself as a member of the committee that I have personally been very, very impressed with the briefs and granted there were a few that were possibly a little on the bitter side in Banff but at the same time no doubt the people felt they should be because of lack of communication and other items that came into their discussion. One other thing I just want to put on record and which I think is very, very important, that the group of young people, young citizens that have taken part in this discussion are very fine and indeed, we appreciate it.

Now Mr. Steer, you are representing the people with regard to leases and on page 1 of your brief the following statement appears:

The Crown commencing in 1887, and thereafter for more than 50 years, caused certain park lands to be subdivided into lots and leased to Canadian citizens virtually in perpetuity—

Now, I want to ask you as a respected lawyer and a very fine gentlemen, do you honestly, right down inside feel that a perpetual lease is practical? In other words, do you really mean and honestly believe that a life lease is actually fair and should continue on in perpetuity? In other words, when we say that we are not talking about the next 100 years, we are talking about the next 1,000 years and 2,000 years. Now I would just like to have your answer on that?

MR. G. H. STEER Q.C. (*Representing Banff-Lake Louise Chamber of Commerce, Waterton Lakes Chamber of Commerce and Jasper Chamber of Commerce*): There is no doubt that for the period of now 71 years those leases in perpetuity subject to the qualifications in them and of which we have spoken have been granted by the Crown. They have been granted under the authority of statute and regulations having the force of statutes. The people have spent their money and their lives relying on those promises. I do not say they have to endure for a thousand years. All I say is that if they are to be changed and if the covenant of the Crown is not to be observed then there is only one source from which that change can emanate and that is the Parliament of Canada.

MR. ROXBURGH: Therefore from a practical angle in the future or as you say, from the Parliament of Canada, that to make it fair for all citizens in Canada and believe me I have nothing whatsoever against the people in the parks and in their belief I would most likely be doing the same thing myself, but to put it on record, to make it definite, therefore, from a practical angle for the future there should not be leases in perpetuity.

MR. STEER: The Department of Northern Affairs and National Resources has changed the policy from 1958 on and they will grant only a certain type of lease. Now I have nothing to say about that. I say that the people in these parks who are relying on the leases that were received by them prior to 1958 have a right to have the promises of the Crown observed.

MR. ROXBURGH: Thank you every so much. I have just one question I would like to have been able to have asked but have not been able to and it is too bad

because we have come out to Banff and Jasper and although we have enjoyed it, a lot of us have come out at the expense of ourselves, that is, we might sooner have been doing something else but we felt it our duty. One thing has to do with the brief of the hon. Mr. Patrick who represents the government of Alberta. I have felt that it has been too bad that we came all the way out here and have not had the privilege of being able to ask Mr. Patrick some very important questions, just have to put that on record. That is all I have to say and thank you ever so much Mr. Steer, I appreciate your comments.

Mr. WOOLLIAMS: I only have a few questions to ask Mr. Steer and I am asking in the legal sense because I believe Mr. Steer is representing the citizens committee as a lawyer and solicitor on their behalf. Now just to clarify some thinking which has occurred though myself talking to other members of this committee and other citizens here and elsewhere, as I take your position Mr. Steer it is that these leases in perpetuity or other leases, 99-year leases, or even land in the parks held in fee simple, this right was granted by a statute of Canada and the Statutes of Canada, of course, give the right to pass by law, certain orders in council. So as to get your position clear, I take it unless the statute permits, either by order in council or in itself, the right to grant leases then leases could not be granted. But, once they are granted the covenant that is contained in that lease between the citizen and the Queen then could not be rescinded by an order in council unless there was a special Act of Parliament to rescind that particular lease granted by law?

Mr. STEER: There is no doubt whatever in my humble opinion that the minister of northern affairs has no right whatever to change any word in those leases. If he has that power he has to find it in a statute of Canada or alternatively the power has got to be reserved to him in the regulations that were passed by order in council on the authority of a statute of Canada. I say without any fear of contradiction, you will not find anything in the regulations that authorizes the minister or any member of his department to change the terms of the leases and consequently if the Government of Canada thinks, in its wisdom, that these perpetual leases should be abolished, and personally, I see no reason in the world why they should be, but if the Government of Canada is convinced they ought to be then they can pass a statute. Subject to what I have had to say about the land titles because I would be delighted to argue the Parliament of Canada has no power to alter those leases which have resulted in indefeasible certificates of title under our Land Titles Act but leave that to one side. That is just an interesting law point but I say that if the Government of Canada does want to abolish all these leases they have it their power subject to that one qualification and it requires a statute of Canada to do it.

Mr. WOOLLIAMS: Just one or two other questions, in view of my question and in view of your answer I would ask you in your experience in examining documents of various individuals in Banff, Jasper and other places have you found that in the administrative capacity of either the department or the name of the minister—of course unfortunately a minister no matter what his politics has to take responsibility for his administrators—that the Crown has attempted or has gone further than the attempt, has done in other words, has changed the covenant without the authority in law or the authority of Parliament to do it?



Mr. STEER: There is not a shadow of a doubt, in my humble opinion, that the department has acted unfairly towards the people who hold these leases and I will be repeating what I said the other day but I would say that a department of the Crown receiving a request from a citizen who has certain rights under a lease would freely grant to that citizen what he is entitled to under his lease. Now the department has not done that and I think they will be the first to admit that they have not done it. What they have done is to say, virtually, to these people, we are not going to give you what the Crown has assured you. You will take a terminable lease or you will take nothing and if you take nothing you will remain on your premises as an overholding tenant and we can evict you at the end of a year. Now I say that is no proper attitude for a department of government in a democratic country.

Mr. WOOLLIAMS: Mr. Steer, I want to refer briefly—

Mr. ROXBURGH: Before you do that may I ask a supplementary?

Mr. WOOLLIAMS: Well my question is supplementary.

Mr. ROXBURGH: I will ask a supplementary supplementary then. It is on this point.

The CHAIRMAN: Order, please. I think, Mr. Roxburgh, with due respect, that Mr. Woolliams should continue his questioning and then you will come after.

Mr. WOOLLIAMS: Thank you very much, Mr. Chairman. I want now to refer to page 1 of a brief which was prepared, I presume, by the department under leasehold changes 1958 and 1965 and ask you if you agree with this. This is in paragraph 6.

The views of our legal advisers have been:

And I take that to be the Department of Justice for the Canadian government.

- (b) On normal renewals of perpetual renewal leases, the Department can probably be forced (legally) to issue renewal leases also containing the perpetual renewal clauses... on a normal renewal of a perpetual renewal lease we cannot legally force the lessee to take only a 42- or a 42- plus 21-year lease in its stead.

In other words, Mr. Steer, the legal advisers to the Department of Northern Affairs, the Department of Justice, have said that by law the Crown must renew these perpetual leases. Do you agree with that advice given by the Department of Justice to the Department of Northern Affairs?

Mr. STEER: I am not a man who enjoys hard work for the sake of hard work. Months ago I suggested in communications to the hon. Mr. Laing that if I could sit down with his legal advisers I could convince them in a very short time that what they were proposing with regard to these perpetual leases is absolutely illegal. I was not allowed to do that and the result of it is largely, I think, this agitation which has grown up as a result of which you gentlemen have had this pleasant visit.

Mr. WOOLLIAMS: One last question, in your examination of files, documents, or discussions, with citizens who have this problem with reference to leases, have you found that some parties have been treated differently to others with the



same legal foundation? The point I am making is that the CPR in the parks—I certainly have nothing against the CPR they serve the public well—have land in fee simple, they have land in reference to leases in perpetuity, and they have not been asked as a corporation of Canada to cancel their leases or their land in fee simple has not been expropriated. Have you, in your experience found that people have been discriminated against. In other words some have been treated one way and some another?

Mr. STEER: The only evidence I have of that, I may say Mr. Chairman, is what I heard in these proceedings.

Mr. WOOLLIAMS: Thank you very much, Mr. Steer, and I appreciate the frank manner with which you have given your answers. I might just say in passing that the members of the committee and others have listened to a very distinguished lawyer who has a name not only as a great counsel but as a man who has appeared in the Supreme Court of Canada and the Judicial Committee of the Privy Council in Great Britain on famous cases that are followed as legal precedents by all lawyers wherever they live in Canada.

The CHAIRMAN: Order, order please. I am going to allow Mr. Roxburgh to ask his supplementary question.

Mr. ROXBURGH: I am sure, before I ask that, Mr. Steer, that every member heartily agrees with Mr. Woolliams and what he said. This is a matter of trying to find information and trying to express a point. Now I would just like to ask a supplementary following along what we have been talking about. Long before 1885 when the treaties were made with the Indians by the government of that day they were going to be allowed in perpetuity for all time to be able to hunt for food. Since that time the world has changed. That was done when there was nothing but wilderness. These leases were given when there was mostly wilderness.

Mr. STEER: You mean our leases now?

Mr. ROXBURGH: Yes. The result is that no government can look forward into 100 or 200 years no matter how smart we think we are. Coming back to the question, the Indians of today according to the laws of Canada cannot hunt. If they did they could come into this park and they could kill every animal; park policy does not mean anything, or any other policy. They can come in anywhere. They can hunt if they felt like it but in the—some are nodding their heads but that is the law of that time. It had to be changed because of conditions. Therefore, I just wanted to ask you, it was changed because of conditions, how do you feel about that part. Was it right to do it under conditions because conditions have changed.

Mr. STEER: You are talking now about the migratory birds convention?

Mr. ROXBURGH: Yes.

Mr. STEER: There you have a statute of Canada and that statute of Canada has been construed by the Supreme Court of Canada as saying the Indians are bound by it. Now that is just exactly, I think, with all respect, what I have been saying. If the government of Canada thinks these leases ought to be changed in the same way as they thought the bird law ought to be changed, they have the power to do it, subject to my one qualification.

Mr. ROXBURGH: Thank you.

Mr. BASFORD: Mr. Steer, I did not have the opportunity of hearing you the other day but I have read your brief. I am a little confused by your legal argument. I take it that your argument is based on law. We are not, however, a court of law. We are a parliamentary committee concerned with policy and we are not, I think, in a position to make decisions and adjudication on fine interpretations of the law.

Mr. STEER: And therefore?

Mr. BASFORD: Well—

The CHAIRMAN: What is your question?

Mr. BASFORD: I was expecting a comment from Mr. Steer. My question is, therefore, we have had one legal argument put before us. Do you think the committee should hire some lawyers to give us other views?

Mr. STEER: If I heard Mr. Woolliams right the Department of Justice has advised this department that they cannot refuse the renewal of these leases. Now you, Mr. Basford, made the statement that you were not a court. I have regarded you as members of the House of Commons who were going to give a report on this matter to the House of Commons which is the highest court in this country and has control of all the others.

Mr. BASFORD: Yes, Mr. Steer, but surely it is the function of Parliament to legislate and for the courts to interpret that legislation.

Mr. STEER: Certainly, certainly.

Mr. BASFORD: Usually it is not the function of Parliament to do what I think you are asking us to do and that is to adjudicate on a fine legal view.

Mr. STEER: No. With all respect that is not what I am asking. Before Parliament is going to do anything about this matter they are going to be advised as to what the legal rights of these people are on whose behalf I am speaking. Then they are going to say, I take it, to the department: This thing cannot be done in the way that you are attempting to do it and then they are going to decide the big question as to whether the public interest of Canada demands that it be done. If, in their wisdom, they say that these leases ought to be abolished, well and good. We are bound by the terms of the statute they pass and we believe that any such statute will be couched in terms of absolute fairness to the people whose rights, which have endured for the past 70-odd years, will not be taken away from them unfairly.

Mr. BASFORD: I agree with your observation that we are all here seeking fairness. But, fairness and justice and equity are what Parliament is concerned with and what this committee is concerned with. That does not necessarily involve a fine legal interpretation that you have given.

Mr. STEER: And by the word fine you mean—

Mr. BASFORD: You and I know that on occasion the law and fairness are two different things.

Mr. STEER: Are you suggesting that it is unfair for people who rely on the covenant of the Crown to say: We want what the Crown promised to give us. Are you suggesting that?

The CHAIRMAN: I must call for order, please. I do not object to legitimate recognition of a question or of an answer but please keep it in order.

Mr. STEER: I would appreciate that too, ladies and gentlemen.

Mr. BASFORD: I am not suggesting anything, sir. I am seeking information.

Mr. STEER: Yes, I understand that, Mr. Basford. There is no difference between us.

Mr. BASFORD: You mentioned to Mr. Woolliams that you would like to go into, and I would like you to go into your views on the Alberta Land Titles Act because my own view would be that I do not see, if the national parks are constitutional, if the types of tenure in the national parks are established under the laws of the government of Canada how that tenure can be changed by provincial statute.

Mr. STEER: Well, my view of that is this: that from quite early times the department of the interior had plans of subdivision registered in these parks cutting up certain areas into lots which were described as a lot in block number on the plan. A great many of the leases that we are discussing were granted after 1917, the greater number of them I think were granted about 1924 or 1925. There were a lot of them prior to that but the main ones were since those dates and they are coming up for renewal now and that is the reason why the problem has become so acute. We have a different system of land titles in this province. You are from British Columbia?

Mr. BASFORD: Yes.

Mr. STEER: Well you know the indefeasible title provisions of the land titles act of B.C. and we have the same act here so that a person who has a title issued under that act has indefeasible rights except in certain limited cases, as for example, fraud in the issue of the title. In 1917 the Alberta legislature, and I am sure it must have been done—although I have not researched it because it needs to be done in Ottawa—by agreement with the federal government, passed an amendment to the land titles act whereby the holder of one of these leases could apply and have an indefeasible title issued under the land titles act. The very interesting question I have asked myself throughout is this: a federal government having co-operated with the Alberta government to bring this land under the land titles act. Then I think with respect to that land that has been so brought under the act the federal government is bound just the same as the Alberta government and there is a distinct possibility that the courts will say eventually, if it is ever brought before them and I hope it will not be, that these people have titles that are good against the Crown for these indefeasible titles that have been issued to them.

Mr. BASFORD: Taking account of your evidence so far, that is a very interesting legal theory. But, with respect sir, I find it without a great deal of research myself, very, very difficult indeed to see how a federally granted leasehold for five, ten or a thousand years can by some provincial act be converted into an indefeasible title. I just do not see it.



Mr. STEER: Well do you think it is going to advance anything if we continue our discussion of that, Mr. Basford?

Mr. BASFORD: It was a theory put forward by yourself which, as I say, I find very difficult to accept.

Mr. STEER: Yes, well I am quite satisfied there will be a multitude of lawyers who will refuse to accept it.

Mr. BASFORD: I do not know whether I can refer to the page or not; paragraph 14 about the assignment of leases. I would like to talk to you as you have in most of your brief, about the law. It seems to me that in ordinary commercial practice outside of national parks policy or anything else the ordinary relation of landlord and tenant, the landlord's right to refuse an assignment is pretty unencumbered.

Mr. STEER: I would say that is not so in the usual lease. I would say the landlord reserves the right to approve of an assignment and to that is added another clause that that consent will not be unreasonably withheld. My suggestion is that in making use of that clause in the lease requiring departmental consent to an assignment the department is acting unreasonably because undoubtedly I am submitting—I have no proof of this—that clause was put into that lease in order that the Crown might approve of the character and integrity of the person who was going to take over the lease. It certainly never was intended to give the Crown the right to terminate that lease in the way it is attempting to do now.

Mr. BASFORD: In commercial practice it would all depend on the wording of each lease?

Mr. STEER: Oh, certainly, certainly.

Mr. BASFORD: This has to be determined on its own.

Mr. STEER: I cannot find any authority for saying that the department cannot do it but I doubt very much if they are acting fairly and impartially in using that clause for the purpose for which they are now attempting to use it.

Mr. BASFORD: Well, yes, fairly and improperly is one thing and that is what this committee is concerned with.

Mr. STEER: Yes.

Mr. BASFORD: Illegally is another thing.

Mr. STEER: Quite so, I am not suggesting it is illegal, I cannot find that it is illegal. As a matter of fact I am satisfied that they can do it if they want to do it but I think they should not do it.

Mr. BASFORD: I see. Now we understand each other. There is one other question I would like to ask you.

Mr. KINDT: It is not fair to have one person asking all the questions.

Mr. BASFORD: Well I said I had one more.

Mr. KINDT: Mr. Chairman, I object to one member of this committee being given the privilege of asking all the questions.

The CHAIRMAN: Well, Mr. Basford have you any further questions?



Mr. KINDT: This was all thrashed out at Banff and a ruling was made and so I suggest, Mr. Chairman, that you impose that ruling at this meeting too.

Mr. BASFORD: Well, Mr. Kindt I said I had one more question to ask. We all, I think, have confidence in our Chairman who has conducted these meetings very fairly and properly to all members. I am sure if I am out of order the Chairman will so say.

The CHAIRMAN: Proceed, Mr. Basford.

Mr. BASFORD: I want to have it clear in my mind, Mr. Steer, whether you are saying the renewal now being granted to pre-existing leaseholders should be granted under the act and regulations as they now are or as they were when the leases were granted?

Mr. STEER: Existing regulations, that is these regulations under which leases have been granted since 1958, in my humble opinion, have nothing whatever to do with these perpetual leases with which you gentlemen are concerned. Those leases have been granted and they have been stamped with the covenant of the Crown and they are good for all time until Parliament destroys them or something other competent body destroys them.

Mr. BASFORD: Perhaps I phrased the question poorly but what I want to determine is whether someone obtained—using the figures you gave us—leases around 1925, 1926 and 1927.

Mr. STEER: Yes.

Mr. BASFORD: Whether they get a renewal of that lease pursuant to the act and regulations as they are now worded or pursuant to the act and regulations as they were worded in 1924 or 1925?

Mr. STEER: They get a renewal of the lease pursuant to the contract they made with the Crown. The Crown had the power to make those contracts in those days and they did it. And, all that one of those holders of a lease has to rely on is his contract with the Crown regardless of any departmental regulations whatsoever. Subsequent to 1958 or prior to 1958 he has the Crown's promise and all he is asking is that that promise be observed.

Mr. BASFORD: But the Crown can only act under the act and regulations as they now are.

Mr. STEER: The Crown acted under a statute and regulations that were quite proper and lawful at the time those leases were granted. Now it required the statute and regulations to enable the Crown to enter into that contract. Relying on that statute and relying on those regulations, the Crown made a contract and all we have got to do is refer to that contract to determine what the rights of the subject are with respect to those leases. Regulations have nothing whatever to do with it.

Mr. BASFORD: I will pass but I would like to ask further questions later, Mr. Chairman.

The CHAIRMAN: Mr. Kindt?

Mr. KINDT: I, as a member of Parliament and a member of this committee, represent part of the national park at Waterton and I do want to go on record as saying how pleased I am that this eminent member of the bar has taken the trouble on behalf of the citizens that I represent to bring together the legal position that these citizens are faced with. I further want to say, as a member of this committee, and a representative of Parliament that a great job has been done by Mr. Steer in bringing this information together. He is not biased or anything, he is simply presenting the facts and so, what he has done is to bring before us the injustice of changing the ground rules and I, for one, feel that we should take this in an unbiased manner, analyze what he has given us, and I want to thank Mr. Steer and ask him has he any further questions of hardship or otherwise to bring before this Committee, and if he has not, then I want to thank him most sincerely for the work which he has done.

Mr. G. H. STEER, Q.C. (*Representing the Chambers of Commerce of Banff-Lake Louise, Waterton Lakes and Jasper*): Thank you, sir. There are many, many instances of hardship that I have not been able to present in detail.

The CHAIRMAN: Gentlemen, it being twelve o'clock, this meeting is adjourned until two o'clock sharp this afternoon. Mr. Steer will be continuing to be questioned and Mr. Barnett will resume the questioning after lunch. I should emphasize the importance of every member to be here by two o'clock.

After Mr. Steer the next witness will be Mr. Brewster of the Banff Chamber of Commerce, and all those who presented their briefs this morning will also be witnesses here this afternoon. Mr. Barnett will be first, Mr. Dinsdale, Mr. Haidasz, Mr. Tucker.

Gentlemen, you may leave your papers on the table. They will be guarded during the lunch hour.

12.00 noon.

#### AFTERNOON SITTING

2.02 p.m.

The CHAIRMAN: Mr. Barnett was to be first questioner. Mr. Barnett.

Mr. BARNETT: I would like to ask one or two questions here arising—

The CHAIRMAN: Would you please speak into the microphone.

Mr. BARNETT: Mr. Chairman, as I was saying I would like to ask here one or two questions arising out of the paper he read at the hearings in Banff. Like other members of the Committee, I appreciate, not only the legal perspective but I think also something of the historical perspective that he has given to the question of these old leasing arrangements in his paper. I am wondering whether in the course of any of his researches in this field, he has come up with any indication as to why in the original instance the 42-year period was picked as being an appropriate period in regard to the original leasing term.

Mr. STEER: I cannot say that I have, Mr. Chairman. It is true that in the inception of these parks the idea was that the lots would be sold in fee simple. In fact, in the original 1911 act the provision was made there in the first instance by

the regulations that lots would be sold but they subsequently, within six months changed that so that they could be leased only. So far as the 42-year term is concerned I have no idea why that was selected rather than any other term.

Mr. BARNETT: Well, I noticed that on page 5 of the brief when you were speaking of the regulations of 1909 you made reference to the fact of right of renewal and that rental be from time to time fixed. I am wondering in view of the argument you have presented about the leases being in perpetuity and the terms of them whether this matter of the revision of the basic rental rate might in your view, and accepting the premises of your argument, be the only reason for having a renewal period.

Mr. STEER: No, because in the lease itself I think the rental clause is that it was to be the rental that was to be adjusted from time to time and ultimately it was the Exchequer Court of Canada that was to fix the rental. You will find that in one of these old leases. Perhaps I can get that quickly. This is the clause with regard to rents.

The lessee agrees to pay to Their Majesties a rent of Twenty-seven Dollars of lawful money of Canada for each of the first two years of the term.

That is the first two of the 42 years.

for each period of ten years thereafter or less period, remaining of the said term a rent for each year equal to the full annual value of the tenement determined as of the commencement of each period by the Minister of Northern Affairs and Natural Resources, or by the Exchequer Court of Canada, if, within 30 days after the Minister's determination is communicated to the lessee, the lessee mails a registered letter to the Minister...

et cetera. So that the original rental was fixed at two years and after that it is adjusted every ten years.

Mr. BARNETT: I think, Mr. Chairman, the question that certainly has been raised in the minds of many of us by Mr. Steer's presentation is what essential distinctions there are between what he suggested was originally thought of as selling the lots outright and the change which brought about this perpetual lease. In my lay mind, I find it difficult to grasp why this distinction was made and—

Mr. STEER: The only reason for the distinction, so far as I can see, was these conditions that were placed there that the government wanted to keep control of the type of building that was erected and keep control of the maintenance of the building, and so they imposed these conditions that you give six months' notice and if you complied with the conditions of your lease, then you were entitled to renewal but not otherwise. They keep control of the character of the buildings on the property.

Mr. BARNETT: Thank you very much.

The CHAIRMAN: Mr. Dinsdale. He is not here. The next is Dr. Haidasz, then.

Mr. HAIDASZ: Mr. Chairman, I would like to refer to Mr. Steer's—

The CHAIRMAN: Will you speak into the microphone, please.



Mr. HADASZ: I would like to refer to Mr. Steer's brief, and in particular to paragraph No. 12 where it is said that development has been held up in view of the new commercial lease policy. I would just like to say that there is evidence from the statistics that are available to the members of this Committee that commercial development has not been held up. In fact, it has been increasing since 1962. The accommodation and particularly the number of units per year has increased rather substantially and progressively. I would like to put it on record that in the western parts alone in 1962 there were 31 room units, the value of which was \$135,000; in 1963 this increased again to 240 room units at a value of \$1.6 million; in 1964, 273 units were added at a value of \$2.42 million and in 1965, 600 room units were added at a value of \$4.1 million, and therefore, I fail to see how the new policy has decreased development. The evidence is the opposite, that there has been no decrease but an increase, and a substantial progressive increase in accommodation units in the western parks of Canada.

Mr. STEER: I think what the gentleman is referring to is probably the number of leases that have been taken up since 1958. The reference in my submission was to people who held these perpetual leases, who had erected premises and who wished to expand the business that was carried on on those premises. In order to get permission to go ahead and expand their premises these people had to get a permit from the department and that permit was refused them, unless they were willing to give up the rates they had under these perpetual leases and accept a terminable lease although I think everybody would admit that the expansion was desirable.

Mr. HADASZ: That means that these people refused to be treated equally with the new people who wanted to come in and set up business in these western parts. They wanted preferential treatment.

Mr. STEER: If you consider, sir, that insisting on rights that have been created by the Crown is demanding preferential treatment, then, of course, what you say is true. What I am saying is that these people are not asking for preferential treatment. What they are asking for is their legal rights.

Mr. DINSDALE: Mr. Chairman, I want to take advantage of the presence of the distinguished counsel here today to get some legal advice without charge, if I may, and particularly to get his opinion with respect to the policy that was announced in 1958 where a moratorium was declared on any further new leases. In your opinion, Mr. Steer, would that be regarded as legal in the light of the existing statutes? Would it be possible for the department to declare a moratorium on any new leases?

Mr. STEER: I consider, sir, it is for the department to decide at any time pursuant to the regulations what type of lease they will grant. I have no criticism whatever, at least, I have made no criticism whatever of the department refusing to give new leases on such terms as they think are fair and proper and as the applicant will accept. As I stated at the beginning the complaint which these leaseholders have is the breach of the covenant of the Crown and there is no such breach involved in the granting of these new leases from 1958 on.

Mr. DINSDALE: The problem in dealing with the situation which has been so clearly and eloquently expressed by the numerous people who have appeared



before this Committee is one of reconciling the new concept of conservation which the old concept of unlimited development without any restrictions whatsoever. In so far as the Minister of Northern Affairs is concerned, it is or was a particularly difficult problem because he was also the minister responsible for tourist development and the minister who was taking the initiative in the new concept of resources for tomorrow which is quite widely accepted in Canada at the present time where resource development, particularly renewable resource development, is designed to proceed along the principles of wise management and multiple use. It would seem that a ministerial decision would have to reconcile all those conflicting viewpoints. In the amendment of 1962—now I am asking for another legal opinion—do you think the regulations established then—42 years, renewable for 21 years and then renewable at intervals of ten years, would be a violation of this fundamental legal concept that you have laid down?

Mr. STEER: Certainly not, Mr. Dinsdale. Leaving aside the question of perpetual leaseholders who have rights that have to be regarded and with which in my humble opinion the department has to live unless they can persuade parliament to change. Leave that aside. I have no quarrel with your conception whatsoever but I do say this that after years and years of struggling with this problem in the national parks of the United States they hit on what we consider a fair a reasonable settlement. They said we are going to allow the services required in these parks to be provided by private initiative. We are going to let these people build up their businesses and keep them but if by any chance the property that they occupy is required for legitimate park purposes, the property can be taken away from them but only with only full and fair compensation. Let me interpolate here that in my humble judgment the granting of compensation on the basis of the building the man put up on a perpetual lease without taking into account the value of the real property in which he has an interest, is not full and fair compensation.

Mr. DINSDALE: As a final question, then, Mr. Steer, it is the abrupt termination of the perpetual principle which has precipitated the present controversy?

Mr. STEER: There is no doubt about that. It is not only the abruptness but the manner in which it is attempted to be done. In my respectful submission there is only one way it can be done and I will say it again. It can be done possibly by an act of parliament but in no other way.

Mr. DINSDALE: Thank you, Mr. Steer.

The CHAIRMAN: Mr. Tucker.

Mr. TUCKER: Mr. Chairman, first I would like to ask you two questions. Will we be allowed or permitted to ask questions of those who presented briefs this morning after we have finished with Mr. Steer?

The CHAIRMAN: Yes, indeed. Time permitting, everyone who presented a brief this morning will have an opportunity to be questioned.

Mr. TUCKER: My second question is that yesterday we wanted to ask a question of the Park Superintendent and we were denied. My understanding was

that Mr. MacDonald would be available to answer any questions asked by members of the Standing Committee.

The CHAIRMAN: If the Committee desires to question Mr. MacDonald, it will be in order.

Mr. TUCKER: While Mr. Steer is here with us I would like to ask him a question arising out of the statements on the national park policy by the Honourable Arthur Laing under the heading of Leasehold Changes, 1958-1965, subheading (6)(b):

The views of our legal advisers happen to be on normal renewals of perpetual renewal leases the department can probably be forced legally to issue renewal leases also containing the perpetual clauses, that is on a normal renewal of a perpetual renewal lease we cannot legally force the lessee to take only a 42 or a 42 plus 21 year lease in its stead.

Would Mr. Steer care to comment on this clause?

Mr. STEER: The comment I have given on that, Mr. Tucker, is simply that I thoroughly agree with every statement made in that opinion and as I stated this morning, had we been given an opportunity to discuss this matter with the legal advisers of the department, I undertook to convince them in half an hour that that was the law and I still say it is the law.

Mr. TUCKER: What will happen, what has happened or will it happen as far as our railroad operators are concerned, namely, the CPR operating in Banff and the CNR operating from Jasper? I assume they have leases. What will happen if and when their leases expire? Do you know if that has happened?

Mr. STEER: No, I am not aware of what the arrangements are between the federal government and the railways with regard to their properties. I am not sure, either, that I understand what the arrangements are with regard to the Banff Springs Hotel and the Jasper Park Lodge. I rather suspect that they have the same type of lease we are talking about here and if they have, their legal rights are the same as those I have been expressing opinions on here.

Mr. WOOLLIAMS: I have a point of order.

The CHAIRMAN: Mr. Woolliams on a point of order.

Mr. WOOLLIAMS: It so happens and I agree with Mr. Steer in that regard that he would have to have the facts and he would have those facts if he asked the railways to make searches, but just to clarify it for Mr. Tucker and I have done this myself by searching in the Land Titles Office on a matter which is now pending in the Exchequer Court, much of the land owned by the CPR and I can only talk about the CPR because they go through Banff and Banff alone, is owned in fee simple the same as farm titles on the plains. There are some land in which they have leases in perpetuity which they have acquired of later years. When the railway went through the national park, they were given land in fee simple. How I know this is because there is a case now before the Exchequer Court in which parties had purchased some of that fee simple land from the railroads some years ago and this is now being expropriated so that there is land owned not only by leases in perpetuity but land in fee simple by a duplicate certificate of title in their hand and the original in the Land Titles Office in either Edmonton or Calgary or those places where there are Land Titles Offices.

The CHAIRMAN: Mr. Tucker, are you finished with your questioning? If so, I will call on Mr. Horner.

Mr. HORNER (*Jasper-Edson*): Mr. Steer, what is the legal position of the people who gave up their perpetual leases without knowledge that they were going to get a different type of lease in its place?

Mr. STEER: If the department chooses to act on the legal opinion that has been expressed here and to which my friend, Mr. Tucker, just referred, if they act on that advice and renew these leases as they ought to do, then I say that as a department of the Crown upon the infallible justice of which every citizen of this country can rely, those people ought to be restored to the positions to which they were legally entitled when they were persuaded or in whatever way they were induced to give up their legal rights.

Mr. HORNER (*Jasper-Edson*): Thank you.

The CHAIRMAN: Are there any further questions? Mr. Basford.

Mr. BASFORD: I would just like to ask you a brief question, Mr. Steer, which I was getting to when I was asking you some questions before. I want to put a situation to you and leave personalities out of it. We will assume we have a new Minister of Northern Affairs and also assume that the Committee recommends that the perpetual leases be renewed perpetually. Are you convinced that the present act and the regulations, which have the force of law, allow the Minister to sign a perpetual lease because it is the Minister and his officials in the government who must operate under what the act and the regulations now say?

Mr. STEER: Does your question, Mr. Basford, amount to this? Has a Minister of the Crown the power and authority to implement the promise of the Crown? It seems to me that that is your question.

Mr. BASFORD: No, it is not.

Mr. STEER: If it is your question, the answer is emphatically, yes.

Mr. BASFORD: The oath that a Minister takes when he becomes a Minister and the only authority that a Minister has is that which is given to him by the act which he administers and the regulations made thereunder. A renewal of the lease as you know and I know is, in fact, a new lease. You sign a new instrument. My question is, in your view, under the present wording of the act and the regulations, has a Minister of the Crown the legal right to attach his name to a lease that gives the perpetual right of renewal?

Mr. STEER: A Minister of the Crown, in my respectful submission, is obliged to implement the promises of the Crown. As I tried to point out this morning, these leases were granted under the provisions of valid statutes and regulations and once the lease has been executed by virtue of that authority it does not matter what statute and regulation is passed in the future so long as it does not affect that particular document, the subject then has the promise of the Crown that he has certain rights I say, regardless of the terms of any present regulation, the Minister is under a duty by his oath of office to give effect to what the Crown has promised to do.



Mr. BASFORD: With respect, I do not think you have answered my question. I submit that the only authority any minister has is the authority given by the act and regulations which spells out what he shall and shall not do and what he may and may not do. I am asking, and I am keeping personalities and everything out of it, and we will assume we have a new minister who comes in out of the thin air and is completely strange to this whole situation, has he the authority to sign such a lease? I submit he can only operate under the act and regulations as they now are worded.

Mr. STEER: If there is a statute that says to him these leases are abrogated and they are not to be renewed, even if that statute were passed refusing compensation of any sort, the Minister would be obliged to act on it. I say to you that there is no such statute; there is no such regulation and all we are concerned is a document in which the Crown has promised to renew these leases in certain terms and it is his duty to renew them.

The CHAIRMAN: Have you any further questions, Mr. Basford?

Mr. BASFORD: Much as I would like to accept what Mr. Steer says, I still think that the Minister on taking office must look at the act which he is administering and must determine from that act what he is allowed to do and what he is not allowed to do.

Mr. STEER: I think, Mr. Basford, with all respect, that perhaps you and I are talking about two different things. When the Minister is deciding what he is going to for the future, he is going to look at that act and those regulations and he is going to abide by them. As far as these new leases are concerned, he is going to carry out the regulations and he is not going to give any perpetual leases. But, if when he is dealing with these perpetual leases, he is going to look at the act and regulations under which they were issued and then he is going to look at the regulations that are in force today and he is going to say to himself, have I any authority under the present act and regulations to cancel these leases? My submission, of course, is that he will do that thing and he will say what the law officers of the Crown have said, that this document was presented to you and you cannot do anything else but renew them.

Mr. BASFORD: Mr. Steer, the present act and regulations—I am not sure of the date but it was around 1958—say that the Minister shall not sign a lease for over 42 years. It seems to me that is the only authority the Minister has. If the Minister wanted to sign a lease for more than 42 years, he would have no legal right or authority to do so even if he wanted to.

Mr. STEER: I doubt if I can make my position any clearer. I say that modern regulations have nothing whatever to do with the legality of these documents. All these people who have these perpetual leases need to look at is the document that represents their title. That document says that they are entitled to renewal in the same terms as the documents which they were granted in the first place and there is no act of parliament which has abrogated those rights and consequently, the Crown is bound and the Minister, as the servant of the Crown, is bound to give effect to their rights.

The CHAIRMAN: Are you finished, Mr. Basford?



Mr. BASFORD: Much as I want to be convinced, I am not entirely convinced that the Minister has authority other than what is given in the act.

The CHAIRMAN: Dr. Haidasz.

Mr. Haidasz: Mr. Chairman, in Mr. Steer's brief, frequent reference is made to the National Parks Act of 1930. On page 1 of the brief, paragraph 2, (iii) there is the following statement:

The Department does this without the authority of an Act of Parliament.

My question is, did not the act of 1930 give this authority?

Mr. STEER: It is a strange situation, as I have tried to point out in my presentation. That act of 1930 confined leasehold terms to 42 years. It provided for regulations and the regulations that were first promulgated were the regulations under the 1911 act and under that act, 42 years renewable in perpetuity was the term that was provided. Strange to relate, those regulations remained in force until, at least, 1949 when the act of 1911 was first repealed, and the regulations remained in force. Not only did the department continue to give those perpetual leases from 1930 to 1949 when the act was repealed but they continued for nine years after that to give those perpetual leases. What the effect of those leases between 1949 and 1958 is, is an important legal question. I cannot answer it.

Mr. Haidasz: Did you at any time entertain the thought that these leases given then are perhaps *ultra vires*?

Mr. STEER: I think there is a good deal to be said for the proposition that from 1949 to 1958 those leases are perhaps invalid.

Mr. Haidasz: *Ultra vires*?

Mr. STEER: *Ultra vires* but I say this: that having dealt with their subjects in that way and having given those leases when the government comes to deal with this complex question they are not only going to say to those people: "We will treat you in the same way as had the other people been treated prior to 1949 but we are going to restore your rights to you people who have surrendered in ignorance of those rights." Now, that is what we, citizens of Canada, expect is the meaning of the infallible justice of the crown.

Mr. Haidasz: Then, on page 23, I would just like to ask Mr. Steer the following. It is on page 23, the second paragraph and it is stated as follows:

The regulation under the Acts of 1887, 1911 and 1930 all sanctioned the granting of these perpetual leases.

Should not 1930 be struck out now.

Mr. STEER: No, sir, I think not for reason that I have explained to you that the act of 1911 was not repealed and the regulations under that act were not repealed.

The CHAIRMAN: Any further questions.

Mr. WOOLLIAMS: I have a supplementary question. Mr. Steer, just so you will not misunderstand me—in reference to leases in perpetuity signed after 1949 you said you might have some questions and I want to emphasize that

leases under the regulations and the laws you discussed in your brief and in answer to your questions—leases granted prior to 1949—there would be no question in your mind that those leases are legal in accordance with the regulations of 1911.

Mr. STEER: I have certain uncertainties and I will say this that the leases which are dated up to 1930 there can be no question whatever. From 1930 to 1949 the situation is a little murky because undoubtedly in 1930 they were not supposed to give leases for more than 42 years and they were non-renewable. They left in the act the power to make regulations and the regulations were continued as they existed under the 1911 act and they granted leases pursuant to those regulations. I am inclined to think that those ought to be good undoubtedly but I am inclined to think also that after 1949 when the 1911 act was repealed that those leases may possibly be invalid and the recipients of them should be treated in exactly the same way as the fellows who have clear perpetual leases.

Mr. BARNETT: Mr. Chairman, perhaps the question I had in mind has been partially answered. I was looking at this statement under leasehold changes that we were provided with and to which earlier reference has been made. Under subsection 2 of that is the statement that in 1958 legal view—it does not say whose legal view—was expressed that regulations really did not permit perpetual renewable leases. Since that time perpetual renewal leases for previously unalienated land have not been issued, however, some perpetual renewal leases were renewed without change up until 1960. This is a statement, as I understand it, that emanated from the department. My supplementary question in light of what has already been said would be whether Mr. Steer thinks that this view which was given—this legal view given in 1958—was arising out of somebody discovering that in 1949 the 1911 act had been repealed. Would that be your assessment.

Mr. STEER: I am not at all sure that I did not suggest the view because I have been in correspondence with this department and I think I received a letter from Mr. Laing in which he comments on a statement I had made something along the line of what I have been speaking of here. But, certainly I think there is not a great deal of doubt that there is not any statutory authority for those leases since 1949 in perpetual form. I think the repeal in 1949 of the 1911 act deprived the lieutenant governor in council of the right to make those regulations and I think nullified the regulations that had been in force up until that time.

Mr. BARNETT: If I understood you correctly earlier you did say that in your view in equity they should be treated as if they had been as legal as the earlier ones. Is that correct?

Mr. STEER: If you are using the word "equity" in the sense of honesty and fairness, Yes. If you are using it as a branch of the law, No.

Mr. BARNETT: Not being a lawyer I only understand "equity" in the first context.

The CHAIRMAN: Are there any further questions.

Mr. BASFORD: I have just one supplementary. Would Mr. Steer favour the government taking a reference to the Supreme Court to answer the question I asked. Does the Minister have the right or the authority to sign a lease with renewable privileges in it?

Mr. STEER: I would think that the Supreme Court would probably regard that as an unnecessary question but if the department is dubious about it I would have no objection to it going there.

The CHAIRMAN: Gentlemen, are those all the questions?

Mr. BASFORD: It seems to me it might be useful to clear up the confusion about the 1949 leases.

Mr. STEER: Mr. Basford, are you a lawyer?

The CHAIRMAN: Yes, he is a lawyer.

Mr. STEER: All right. Now, do you not think that once a contract has been made by the crown under what were then valid statutes and regulations that that promise of the crown is to be performed unless you can find in a subsequent statute non-renewal regulations that prohibit that kind of lease being issued but a provision which gives to the department the right to deal with that specific promise of the crown. That is the only difference between you and me.

Mr. BASFORD: Yes, I realize it is and with respect, Mr. Steer, I have difficulties in my mind when I am confronted with an act and regulations which says that the Minister shall not do this.

The CHAIRMAN: I am afraid that we are embarking on a legal argument here, gentlemen, and I do not think it is going to clarify the situation for the Committee. However, I am in the hands of the Committee.

Mr. BASFORD: I do not have any more questions.

The CHAIRMAN: Are there any more questions. If not, I want to thank Mr. Steer on your behalf for having been a very good witness.

Now we shall have the pleasure of hearing from Mr. Brewster of the Banff Chamber of Commerce. The Banff Chamber of Commerce presented a very comprehensive brief at Banff the day before yesterday. We will call Mr. Brewster up to the stand now.

Mr. CLAUDE BREWSTER (*The Banff Chamber of Commerce*):

Mr. ROXBURGH: I would like to ask Mr. Brewster a question here. At Banff a number of points were brought up and one of the things that was dealt with, not only by your group but other groups that were there, was the fact that the park's policy was very detrimental to the future tourist trade and advancement within the city of Banff. I would like to ask you this question after I read the figures: If you do not feel that they have played a very, very important part in the advancement of Banff, in particular, and the parks as a whole, and the province of Alberta. For example, there has been a total expenditure of some \$207 million in Alberta alone; this is expenditure on national parks I am talking about. Of this \$207 million—\$90 million—this includes all parks—was spent in the province of Alberta. This does not include the Trans-Canada Highway which cost \$73 million and of which \$20 million was spent within the province. Now, if this \$90



million had not been spent by the federal government and the \$20 million on this new Trans-Canada Highway, which goes through the heart of the province, do you feel that the advancement that already has taken place in tourism would have been as it is today?

Mr. BREWSTER: That is kind of a long question.

Mr. ROXBURGH: I know that.

Mr. BREWSTER: If it had not been for our forefathers having the wisdom to set aside these national parks when they did and starting park act regulations—park policy—we would not have had the tourist business in Alberta that we have today. The reason we have this tourist business today is because of the national parks and policies and so forth. There are weaknesses, of course, in everything. All one needs to do is to look outside of our park borders and right up to our park borders and you will see the damndest waste of timber and damage with roads and things going back into the timber—just look in Crow-nest's Pass and areas like that that were commercially developed in the early years—to see what a policy in our mountains would have done if it had not been for the wisdom of the people that set aside the parks. I know in Banff National Park of areas that could be mined. There are talc mines in the park; there are mineral scenes around the area and at one time the O'Clair Lumber Company owned most of the timber in the national parks. Those whole areas would have been commercialized and destroyed today if it had not been for the control and for the national parks. We just would not have had the tourist business because the tourist business would not have come into an area like Crowsnest's Pass and so forth.

The CHAIRMAN: Is there anyone else who wishes to ask Mr. Brewster a question?

Mr. CROSSMAN: There is only one point I would like to clear up. I would like Mr. Brewster to correct me if I am wrong. In the few remarks that he had made before reading his brief the other day I understood that he said that 80 per cent of the holdings in Banff were absentee holdings. Is that a fact?

Mr. BREWSTER: I would not be certain of the figure but it would be close to that because we have made a study of it. I am talking about the commercial holdings, and taking into the value of the commercial holdings in the Banff area it would be very close to 80 per cent. It may even be more. There are very few people in Banff operating a business today in a building they own themselves.

Mr. LIND: I do not remember, Mr. Brewster, whether it was you or another witness who was making reference to the subdivision that was put in Lake Louise. Were you making reference to it?

Mr. BREWSTER: I never referred to it, no.

An hon. MEMBER: Mr. Brewster, I am worried about the length of these leases. I am not talking about those who have a perpetual lease, which is a special case of its own; I am talking about new applicants and new leases. I have not had any experience with parks, coming from a commercial urban situation, but I see lots of situations where people invest a good deal of money on leases of less than 42 years. It seems to me that that is a considerable length of time in



which to attract the capital and obtain a return on the investment and that the length of the lease is not too short. Would you care to comment on that as a person who has had vast experience in these parks?

Mr. BREWSTER: You are perhaps putting me on a spot because I am at the present time interested in starting a business in the Banff area and, of course, we expect the 42 year lease. We are perfectly happy to go ahead and accept it, and we feel that we should do all right in the 42 years. On the other hand, we are not too concerned about some of these things in this way. I was born and raised and have lived in the park all my life and I think there are clauses in these leases, for the protection of the Crown, but our experience has been that the parks have not been hard on us. They have never had to exercise their rights to the fullest. There have been delays caused by people asking for things that are not within the law and they have had trouble getting their leases through. There are delays, of course, but we are prepared to accept this on 42 years. I know the minister has a right within these regulations to do this, that and the other thing such as extending a lease or leasing it back at reasonable terms. I think during the 42 years we will be treated fairly. My personal feeling is that, long before the 42 years have passed, compensatory clauses will be inserted in these leases. In this regard I would like to make a recommendation to the department to increase the desirability of these leases by putting in a clause to the effect that in the event of more favourable leasing arrangements, the lessee has a right to these more favourable things. The reason I mention this is because seven people in Banff signed residential leases for homes without compensation. Only about seven of these were issued and by that time leases came out with compensation for residential. Of course these people are quite excited and disturbed that this is not retroactive to them, however I am satisfied that this will be made retroactive, although it may take six months to a year. I do not think there is any doubt that these people will be protected, and will get the benefit of this. I also believe that the department will give benefit on these commercial leases, but I would like to see a clause of this kind in the lease.

Mr. MACDONALD: I can state as a fact, with respect to compensation to residential leaseholders, that it has been made retroactive. The minister has made this public and if it has not received publicity I would like to take this occasion to point out that those leaseholders who have leases now without a compensation clause can have them exchanged immediately for one with a compensation clause.

The CHAIRMAN: Are there any further questions, gentlemen?

Mr. Brewster, I wish to thank you on behalf of the committee. They have let you off very easy this time.

We shall now call those who have presented briefs from the Jasper Chamber of Commerce. Dr. J. P. Betkowski, the President, or one of his associates. You have heard the representation made by Mr. Dowling on behalf of the Jasper Chamber of Commerce and now it is your pleasure to ask questions.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman and Mr. Dowling, we were told in Banff by the deputy minister that the new leasing policy was working well in Jasper and that this was evidenced by the fact that the four motel sites were

taken up. He further stated that money was available under it to build these motels. Can you tell the committee what the present situation is, as far as you know, with regard to these four motel sites that have recently been allocated by the department?

Mr. DOWLING: Mr. Chairman and Dr. Horner, I understand that the lessees of the first two motel sites to be let, are unable to proceed with their projects because money is not available in sufficient quantity to allow them to begin. The third motel site was let to a concessionaire who has gone into receivership. The third lease covering the fourth motel site contains conditions under which construction is to begin when money is available and that the project is to be completed by 1972. These conditions are not in keeping with what has transpired over the last few years. There are some advantageous provisions for motel tenders, as is obvious.

Mr. HORNER (*Jasper-Edson*): In other words, money is not available under the present leasing policy to go ahead with these motels?

Mr. DOWLING: As I understand it, this is correct. The only loaning institutes interested in coming in at all are the Industrial Development Bank and only under exceptional circumstances Canada Permanent. I have also heard that the Industrial Development Bank only allowed the first tender about 50 per cent of the total required.

Mr. HORNER (*Jasper-Edson*): Mr. Dowling, I would now like to ask what happened to the Jasper advisory council?

Mr. DOWLING: That was prior to my time here but I do have some knowledge of it. There were several reasons why the Jasper advisory council did not function and the first and foremost, of course, is the fact that it was a non-functional body. There were a number of very intelligent men on it, and women too I presume, who had absolutely no power. Their recommendations (passage not recorded)

The CHAIRMAN: Are there any further questions? Mr. Basford.

Mr. BASFORD: With respect to these motel sites and the unavailability of money, I would like to hear your view as to whether this is due to conditions peculiar to Jasper or whether this is the general economic situation in Canada. As far as I know at the moment we are suffering an extremely tight money situation which is causing difficulties right across Canada. The prices committee with which I am closely associated, recently heard evidence by Dr. John Deutsch, Chairman of the Economic Council, who very thoroughly pointed out the shortage of money available for building in Canada today. This is a critical situation across Canada and not just peculiar to Jasper.

Mr. DOWLING: I believe, Mr. Chairman, there is a tight money situation across Canada, but I also believe, if the situation were honestly investigated, you would find that the Industrial Development Bank is not interested in coming into Jasper because of the leasing conditions and the lack of security.

Mr. BASFORD: You said, though, that they had bid on these motel sites, but could not raise the money. My point is that this seems to be the situation all over Canada at the present time.

Mr. DOWLING: Perhaps it is.

Mr. BASFORD: It certainly is in Vancouver. If someone could tell me where I could find money in Vancouver right now for building I would be away.

Mr. DOWLING: Mr. Basford, how do you account for the fact that only two loaning institutes are interested in coming into the parks in Jasper; the Industrial Development Bank in the first instance, and, under very definite exceptional circumstances, the Canada Permanent?

Mr. BASFORD: My point is that this is not peculiar to the parks. Most of the major lending institutions have long since appropriated all their 1967 money.

Mr. DOWLING: I believe I have answered your question as well as I can. I do sincerely believe that it is more difficult in Jasper to obtain loans.

Mr. BASFORD: Apart from the four motel sites, has there been any building in Jasper during the last year or so?

Mr. DOWLING: I can honestly say that a number of projects that were planned have been curtailed. A number of people considered constructing new premises but only a few eventually went ahead with them, in accordance with the national building code which is, I think, minimal. There are a number of areas in the parks that should be developed and they are not being developed.

Mr. BASFORD: The acute housing situation presently being experienced in Banff has been raised so often here this morning, and it was certainly raised in Banff, but this does not seem to have pressed so hard here in Jasper.

Mr. DOWLING: Yes.

Mr. BASFORD: What lots have been made available in Jasper and what has happened to them?

Mr. DOWLING: Approximately 20 lots were made available, I am not sure of the figure, and they were all taken up a very short time ago. They are on terminable leases because of the acute housing shortage. A number of local businessmen have been hiring outside staff to accommodate the tourists in the summer. They are now unable to hire this outside, competent staff and, as a result, they have to hire local people who are, perhaps, not as qualified because of their age and so on. There is also difficulty in obtaining adequate accommodation for teachers who want to come to Jasper and, as a result, we are unable to fill positions on the teaching staff.

Mr. BASFORD: I do not quite understand what you mean? You say 20 lots was made available this year,—

Mr. DOWLING: Yes.

Mr. BASFORD: —and that they were all taken up.

Mr. DOWLING: Yes, they have been.

Mr. BASFORD: Then I take it that you do not think 20 lots are enough.

Mr. DOWLING: That is correct.

Mr. BASFORD: What is being built on those 20 lots?



Mr. DOWLING: Residential homes are being built. Most of them are being built with an eye to suites in the basement and that type of thing. An apartment block has just been completed again to national building code standards, and it is full at this moment. There is still need for more of them.

Mr. BASFORD: You say an apartment block was built?

Mr. DOWLING: Yes.

Mr. BASFORD: How does this fit if you cannot get any money in here and they will not build under the terms of the leases?

Mr. DOWLING: This is, perhaps, a different situation. Most of the people in Jasper Park are small businessmen, and they do not use outside money. This apartment block was built by a corporation and I have no idea where they get their money. It is probably their own. This is a different situation entirely.

An hon. MEMBER: I have one question that arises out of the June meeting of the committee when Mr. Clark very kindly came to Ottawa on behalf of the Jasper residents and gave us a very useful morning of evidence. At that time he hit the same issue that everyone hits with respect to the great delay in obtaining assignments and leases. I asked him for further information and it is being provided in his book. I am sure we are all interested in seeing that the administration procedures are such that delays are eliminated as much as possible, but, with all due respect, Mr. Clark raised a case in which I cannot see that the department was guilty of any undue delay.

Mr. DOWLING: I think they are consistently responsible for undue delay. I can recall an instance where a lady and her husband owned a home. The husband died and she wanted to sell her home to another bona fide resident of the town, and at this time this was a requirement. She attempted to have the property transferred and sold. The buyer, in turn, wanted to sell his property to another bona fide resident and it took almost a year from the time she started to complete the transaction.

An hon. MEMBER: I asked for a table and it has been filed. I do not know whether or not this is part of the committee's record, but it shows assignment transactions, 64 to 65 average time maps in processing time up to 30 days; number of assignments 119, 49.1 per cent. It might be helpful to read the whole thing into the record. Thirty one to 60 days, 57 assignments, 23 per cent; 61 to 90 days, 26 assignments, 10 per cent; 91 to 180 days, 22 assignments, 9 per cent; 181 to 365 days, 15 assignments, 6 per cent and over one year, three assignments, 1.2 per cent. This table shows that half of the assignments are dealt with within 30 days. In the case that Mr. Clark referred to specifically—I cannot read it all into the record as it would take far too long—with all due respect, I just do not see that there is undue delay.

Mr. DOWLING: I still believe that—and I think that probably it could be expedited in having simple transfers handled locally. We have a very competent superintendent here and he has competent staff under him. I see no reason whatsoever for a lease to go to Ottawa and then have to come back and again go to Ottawa and all of this sort of thing. It seems ridiculous to me.



Mr. BASFORD: I would agree that administrative procedures are such as to eliminate delays where possible but looking at that table and that statement I think some of the claims are a little exaggerated.

Mr. DOWLING: I do not think so. There was a lady in Banff who made a presentation—a very excellent one—and I think most of the members of the Committee were at this presentation. It is unfortunate that you were not there. In one case she waited 17 months for a particular communication to come back from Ottawa. This is in the records.

Mr. BASFORD: Yes, I know, I heard of that case. It is deplorable that—

Mr. DOWLING: It is terrible.

Mr. BASFORD: I would agree but I think there is a little unfairness on both sides.

Mr. DOWLING: Well, perhaps there is.

The CHAIRMAN: I have been asked by Mr. LaRoi of the Natural History Club who made a presentation this morning, that he would be willing to answer any questions now if the Committee agrees because he has to take a train for Edmonton at 3.45. I wonder whether the Committee wants to suspend the questioning of the present witness until we heard from Mr. LaRoi. Is it agreed? Mr. Dowling will immediately follow Mr. LaRoi.

Is there anyone who wishes to question Mr. LaRoi on his presentation?

Mr. DINSDALE: Mr. Chairman, I would just like to ask Mr. LaRoi if his association is a member of the Federal-Provincial Parks Association which was formed about three years ago.

Mr. LAROI (*President, Edmonton Natural History Club*): Yes, Dr. Fuller who is a member of the International History Club is a board member on the National-Provincial Parks Association.

Mr. DINSDALE: I think that group is a very good vehicle for putting forward the ideas that you have expressed this morning and I am very pleased to see that you are associated. Are you aware that there is also a Federal-Provincial Parks Conference made up of provincial ministers and the federal resource minister which is attempting to come to grips with some of the problems you underlined?

Mr. LAROI: Yes, I have heard of this conference.

Mr. DINSDALE: Does your association have any contact with the resource minister's council through its secretariat which is located in Montreal?

Mr. LAROI: Some of our members receive correspondence—Dr. Fuller is amongst these—but the executive of our club does not make a practice of keeping up with all these developments. In other words, we are a fairly regional organization and in this case it seemed that it would be appropriate for us to come in; whereas the National-Provincial Parks Association would be something else again.

Mr. DINSDALE: Mr. Chairman, I have just one final question. I was impressed with the broad scope of Mr. LaRoi's presentation and particularly the desire he expressed of the representative groups to work out a policy to deal

with some of the conflicts that are present at the moment. I am also pleased to see that they are working through the machinery which is already established to assist in developing policies along these lines. One question: Is your group a member of the National Wildlife Federation?

Mr. LAROI: No.

Mr. DINSDALE: Here is an organization that came out of the "Resources of Tomorrow" conference and is doing an excellent piece of work in this regard.

Mr. LIND: Mr. LaRoi, I would like to question you on section 7 of your brief where we have been consistently told by the Hon. Mr. Patrick and others that there is no other area—no accessible area—that could be developed in the foothills and outside of Jasper, Banff and Waterton for provincial park purposes. And, yet, you speak of a route here between Hinton and Calgary. Do you have intimate knowledge of this area?

Mr. LAROI: Our membership has looked at the aerial photographs of the forest reserves and we have gone out on the trunk roads and we know that these forest reserve areas though they are being grazed at the present time and serve other functions—mostly watershed areas—that there is no reason why they could not be converted to a multiple use function similar to that of the United States Forest Service. The national forests in the United States have grazing leases, timber leases, recreation, hunting and all kinds of activities including skiing and fishing and the like. They have many things which are not presently and—hopefully in the future either—permitted in national parks. So, we think that there are areas—many suitable areas in the province of Alberta—that would meet the needs—the recreational needs of Albertans.

Mr. LIND: Then, your opinion would be that the provincial government of Alberta have several areas in which they could develop provincial parks and resort areas for the benefit of Albertans and the tourist trade.

Mr. LAROI: Yes, definitely. Gavin Henderson, the executive director of the National-Provincial Parks Association has said that the existing provincial park system in Alberta is a postage stamp system. He has to look very, very closely on the maps to see these things. They are exceedingly small and well kept but the province has great need of larger ones. In the north—The Swan Hills area and in the south the foothills. There are many places in Alberta which could be expanded into provincial playgrounds of the kind we have suggested.

Mr. LIND: Do you have any intimate knowledge of how the concessions are handled in these areas—in the provincial parks in Alberta?

Mr. LAROI: Not much except that most of them are so small they cannot carry on any large scale or ambitious recreational activities. They are mostly picnic sites, camp grounds—there are some small scenic areas—the Dinosaur Provincial Park and the Cypress Hills Park.

Mr. LIND: But you do not know the comparison between what the charges of rents are for areas in the national park versus that of the provincial parks?

Mr. LAROI: The rates?

Mr. LIND: Yes.

Mr. LAROI: I do not think there is any significant difference in rates.

Mr. LIND: Do you know the total acreage of provincial parks?

Mr. LAROI: No, I do not have the figures right here but I wish we had representative of the provincial government here who could give this information.

Mr. LIND: We wish so too but since you brought it up in the brief I would like to question you on it. For instance, in some of the other central provinces—one in particular—there are 9,800 square miles of provincial parks maintained by that provincial government although we have been accused in Banff—in the national parks—of not having spent anything in these central provinces. Is there any reason that you can see why the provincial government of Alberta cannot set up a ski resort in the foothills?

Mr. LAROI: The speaker following me this morning is much more conversant on the subject of the skiing potential of the mountains and foothills to the east of Banff and Jasper. From what he said it would be difficult to provide—but I am not sure of this. Some surveys have been done in connection with the Olympics of 1972 but these are of questionable validity.

The CHAIRMAN: Gentlemen, Mr. LaRoi has only a few more minutes and there are three or four members who wish to ask questions. Would you kindly make your questions brief.

Mr. ROXBURGH: I have just a brief—it is really a statement—to clarify things. In No. 8 he said:

8. —We sincerely hope that the federal government will take decisive action toward the establishment of many new national parks—

I just wanted to point out, and I am sure the Hon. Mr. Dinsdale will quite agree with me, that in the province of Ontario we have a postage stamp national park and in the province of Quebec we have nothing. I know that the former minister and the present Minister of Northern Affairs have worked very hard with these provinces to see if they could not get national parks going. I had a talk with them in their capacity as ministers of Northern Affairs. I just wanted to point out that this land has to be all bought and that these are two provinces that are not relinquishing any national park space until certain agreements are made. I just wanted to point out that I do know both ministers have been working on this and we are still working on it. We hope that this will come about. I was hoping, like you, that we would have had it for 1967.

Mr. DUQUET: Mr. LaRoi, you said this morning that you were representing the Natural History Club of Alberta—

Mr. LAROI: The Edmonton Natural History Club.

Mr. DUQUET: And other groups—The Alberta Welfare Foundation?

Mr. LAROI: No.

Mr. DUQUET: The Edmonton Bird—

Mr. LAROI: You mean bird life.

Mr. DUQUET: All I want to know is that the people whom you represent here today which would amount to a number of people—



Mr. LAROI: The memberships vary from year to year and month to month but I would say we represent about 1,000 or so dues paying members. Many members who come to the meeting do not pay their dues. It is difficult to abulate this.

Mr. CROSSMAN: In No. 5 of your brief at the bottom of page 2 it states:

5. —with expropriation of all property held by persons who perform no essential service.

Do you think that an absentee leaseholder is in that category.

Mr. LAROI: An absentee leaseholder—the property held by him if it is being administered—in other words, if he has someone working for him who is performing the useful function then this, I think, is quite a legitimate—

Mr. CROSSMAN: Well, your interpretation of a useful function—would that be a private home, a residence or—

Mr. LAROI: I think this is one of the main bones of contention because in a townsite where the people are entitled to no greater or no lesser advantages than those elsewhere you have a chain of relationships between those who perform an essential service to the tourist or to the visitor and then those who serve these people. It is almost an inevitable thing that once you reach the size of Jasper or Banff that you have gone past the point of no return.

The CHAIRMAN: Are you through with your questioning?

Mr. LAROI: Because you have to provide certain basic services.

The CHAIRMAN: Mr. Gundlock.

Mr. GUNDLOCK: I take it from your last answer, then, that you are referring to outside the townsite when you say, "performing no useful service"?

Mr. LAROI: I am saying that people residing in national parks who perform no essential service, if they are outside the townsite, the service centre or anywhere else, they should not be welcomed, but inside the townsite, I think it is virtually impossible to say they are not performing an essential service. It is very difficult to define. The interpretation of an essential service is the critical thing, as I see it.

The CHAIRMAN: Are there any further questions? If not, we shall release Mr. LaRoi and bid him God speed on his way back to Edmonton.

Mr. LAROI: I am a university professor and we work seven days a week. Thank you.

The CHAIRMAN: Have the members any further questions to ask Mr. Dowling? The next name I have is Mr. Simpson.

Mr. SIMPSON: Mr. Chairman, my question to Mr. Dowling will be very brief. The Committee has heard from Mr. Brewster in relation to new leases being provided in the townsite of Banff. We have heard, as I understood it, that he and possibly other businessmen feel that under these new leases, possibly the business can be amortized successfully in a 42 year period. Now, to get some kind of comparison between what may be happening in Banff or what may be happening



in Jasper, I understand, Mr. Dowling, you are a businessman here and I wonder if you could say, in your opinion, that a business or a service industry business can be logically amortized over a 42 year period?

Mr. DOWLING: Mr. Chairman and Mr. Simpson, from my standpoint it cannot be. If you have some money you want to invest, you invest it in a business and amortize it but if you are going to have to loan that money it is a different situation altogether. The situation in Mr. Brewster's case is a good deal different from mine. The government, as Mr. Roxburgh said, is spending fantastic amounts of money in promoting the tourist industry and they are doing nothing to guarantee security of tenure to the people who are trying to give these services so that they will give proper services to the tourists who come to the parks. I do not think it can be done unless leases are, not necessarily in perpetuity, but a guarantee of renewal is offered.

Mr. SIMPSON: I have just one further question. You may not be able to answer in the interests of the people concerned in business in Banff but I would take it, then, considering the circumstances were the same, a person having to borrow money to set up a business in Banff would then be in the same position as you mention in your brief, if he were in Jasper?

Mr. DOWLING: Yes, I believe so, sir.

The CHAIRMAN: Mr. Barnett.

Mr. BARNETT: Mr. Chairman, I would like to ask a question arising out of one of the briefs which was not read, the one entitled Pollution and Conservation submitted by the Jasper park Chamber of Commerce. I wonder if Mr. Dowling might be able to, perhaps, give me a little more specific information and I will make reference to a couple of excerpts from the brief. The question is asked and I am abbreviating—

An hon. MEMBER: Mr. Chairman, on a point of order.

The CHAIRMAN: On a point of order is right.

Mr. SIMPSON: I wanted to ask a supplementary on the—

The CHAIRMAN: No. This submission regarding conservation has not been read as yet. I promised one or two members of the Chamber of Commerce that it would be allowed after all the witnesses have been questioned this afternoon. So, this particular brief has only been filed but not read. If you will reserve your question, until we call on Mr. Sandy Scott who has the brief.

Mr. SIMPSON: I understood this was simply being filed.

The CHAIRMAN: Yes, it was filed. However, I will allow the question.

Mr. SIMPSON: The question is asked and I am abbreviating the text slightly.

How can our government, . . . with almost complete indifference allow undiluted pollution (raw sewage) to enter streams in our mountain parks?

Then, a little later on it says:

Our contention is that any kind of pollution is bad and by condoning what is happening at its front door, our government

that is the federal government, has weakened its position and right to demand a Provincial investigation of the major industrial pollution of one of the Park's main water arteries, the Athabasca River downstream. . .

My question is, am I to imply from that, that raw sewage from the townsite of Jasper is being dumped into the Athabasca River and in what other cases are mountain streams being polluted within the Jasper Park area in the manner described in the brief?

Mr. DOWLING: Yes, there are two cases about which I know in Canada. One is Banff and the other is Jasper where they dump raw sewage without treatment which enters the Athabasca River near Pine Bungalows. But before it reaches Pine Bungalows at the icefield where the river begins, it enters from the chalet here without treatment as well.

The CHAIRMAN: Mr. MacDonald, do you want to—

Mr. GUNDLOCK: Mr. Chairman, I wanted to ask Mr. Dowling a supplementary question on that lease period of 42 years. Would you say or did I understand you to say that due to the seasonal nature of businesses in the park, the 42 year lease period would actually be divisible. In other words, if you have a three or four months period, then necessarily from a financial standpoint, you divide your return in that manner?

Mr. DOWLING: Would you state it in another way?

Mr. GUNDLOCK: Say I have a \$100,000 motel or something inside of a park and due to the seasonal nature of the park business, then, in one sense to me and we had this presented to the Committee in Ottawa, as a matter of fact, and I think the presentation simply divided it and it is only 14 years instead of 42 years. Do you, as businessmen here in Jasper, agree with that statement?

Mr. DOWLING: Yes, Mr. Chairman, and Mr. Gundlock, this is a fact that we feel we have a 90 day 100 per cent operating season each year and on this basis it comes to something like 10½ years. I might mention at this point that leased land in a major tourist spot in the world, in Hawaii, is for 55 years and they have a 12 month season.

The CHAIRMAN: Mr. Tucker.

Mr. TUCKER: Mr. Chairman, Mr. Dowling said this morning in his brief on behalf of the commercial operators that any suggestion that business premises be renovated or rebuilt meant an automatic surrender of the lease. Would Mr. Dowling care to elaborate on this statement on page 2 of your brief, sir.

Mr. DOWLING: Yes, sir, I would. Mr. Chairman, there is a business establishment in the process of reconstructing their establishment and the letter directed to them from the department indicates:

You will recall your recent inquiry regarding type of new lease that could be expected covering the above noted lots in the case of the assignment and an ordinary renewal upon expiry of the current leases in 1967. I now have a reply from our head office in the matter and would advise I am informed that the term of the new lease in either case would be 42 years only.

This applicant is operating on a perpetual lease.

Mr. TUCKER: Is this an isolated case?

Mr. DOWLING: No, sir, they are all the same.

Mr. TUCKER: Thank you.

The CHAIRMAN: Mr. Roxburgh.

Mr. ROXBURGH: Coming back to the original question at the beginning about the four motel sites and I would just like to say that I wish you could get the Industrial Bank to even come and look at some owned property with successful young businessmen in my community. They will not even come in there but at least you do have them coming in here. Mr. Dowling has given his opinion and I want to make sure that this is what you said. Because of the 42 year lease, that is the reason why these four motels are not going ahead?

Mr. DOWLING: I believe, sir, that you have put it in different terms. It is because of the lack of security of tenure.

Mr. ROXBURGH: Yes, but of a 42 year period?

Mr. DOWLING: Yes, sir. I might say that the last construction of hotel and motel rooms in Jasper was the Mount Robson. I think it was 17 rooms. This was in the last year and the last construction of new rooms prior to that was five years ago.

I would like to ask the department a question as to how much the tourist traffic in Jasper has increased in the last five years and how much have we done to cope with that increase?

Mr. ROXBURGH: I just want to get back because on the overall picture, personally, I cannot quite see—I am not saying whether the present 42 year lease is the way it should be—but I just cannot see it. I would like to ask Mr. MacDonald here, the Deputy Minister, if he will allow it because I feel he should have some up to date information on the fact of the four motel businesses so we can get the actual facts on it. Do you have the facts on this?

Mr. MACDONALD: Your question is as to the status of the four motel sites? Is that right?

Mr. ROXBURGH: Yes and the effect of the 42 year lease and whether this has kept these out.

Mr. MACDONALD: All I can say, Mr. Chairman and members, is that we cannot proceed on hearsay evidence of what somebody understands to be the situations in law. We have publicly advertised these four motel sites by public tender call. We received bids on them. They had been in law awarded. They are still awarded. Something of what Mr. Dowling has talked about is the possibility that someone might not have the adequate financial backing must have gotten around because it resulted in us getting wires from other bidders who wished to know if this was true because they wanted to submit bids in case somebody was not going to take up, but we cannot operate on that basis. We can only operate on the basis that they had been bid; they had been awarded and as far as we are concerned, we are bound by that.

The CHAIRMAN: Dr. Haidasz, do you have a supplementary?



Mr. Haidasz: Mr. Dowling a few minutes ago made a statement about an improvement to a property that was being made here in Jasper, a property which had a perpetual lease and they had been told they could make improvements only if they submit to the new terms? Is that correct?

Mr. Dowling: That is correct, sir.

Mr. Haidasz: May I ask Mr. MacDonald if this is the policy of the department?

Mr. MacDonald: With the Chairman's permission, no, it is not the policy of the department.

Mr. Haidasz: Does it vary from case to case?

Mr. MacDonald: No, it does not vary from case to case? The policy is clear. I think Mr. Dowling's key words were—I think he mentioned the word—"assignment". If a holder of a lease which has the renewal clause today and is in the cycle of a 42 year terms, for example, he might well be on his tenth or twentieth year, decides to double or triple the size of his motel, the lease is not altered. It will only be altered at the end of the cycle in accordance with the general policy which has been enunciated that when the renewal aspect arises, the term will be fixed. It is a general policy which has also been publicly announced that when a property is sold, i.e. it has to be assigned, that the new lease is applied or in the event of a radical change of use. For example, a residential lot holding a residential lease in an area that may be zoned commercial, if the proposal is to change the use of the lot, then the new lease policy is activated, but an existing lease that merely wants to expand or elaborate an existing use, there is not a requirement for a new lease.

Mr. Haidasz: Mr. Chairman, if I may further speak on this? This assignment is a sort of hand me down type of thing from a parent to a son? These people are rebuilding their present business and in my opinion, it seems to me, the department is using this as an excuse to substitute a perpetual lease by a 42 year non renewable lease. It is true and you can verify that by asking one of the witnesses.

Mr. MacDonald: Whosoever the parties are to a transaction, if it is a sale in law, then it is an assignment and our policy is that a new lease is required. If it is a devolution—and I welcome this opportunity because this point was raised in Banff—by process of will or intestate, there is no requirement for a new lease. This has been announced by the Minister to be considered to be an involuntary act and in that event, if it is a devolution by will from mother to son or father to son, the lease continues to run until the normal cycle has ended. But if it is a sale from person to person, related or otherwise, then it is considered to be a sale.

The Chairman: Are you finished, Dr. Haidasz?

Mr. Dinsdale and then Mr. Simpson.

Mr. Dinsdale: Mr. Chairman, my comment is not related to the present questioning. In view of the fact that this Committee will not be able to visit Riding Mountain National Park I would ask to be excused so that I can meet with the President of the Cottage Owners Association there and also to express appreciation for the friendly reception we have received both in Banff and Jasper.



The CHAIRMAN: I assure you, Mr. Dinsdale, that we were very happy indeed, to have you and your associates here and as far as those from the Riding Mountain Park, I have already indicated to you that the Committee will be pleased to receive a submission in Ottawa at their convenience.

Mr. TUCKER: Mr. Chairman, does Mr. Dinsdale intend to take some of the Committee along?

Mr. DINSDALE: I would be very happy to take the whole Committee and you would be able to have some good Manitoba hospitality.

The CHAIRMAN: Well, we will not be able to on this occasion, I am afraid Mr. Simpson.

Mr. SIMPSON: Well he promised to bring us back an unbiased report. Do not let your Manitoba prejudices prevail.

An hon. MEMBER: Mr. Chairman, in relation to the questions asked regarding the four motel leases or applications for tender, Mr. MacDonald has said that the department understandably cannot act on his say and that they consider that the bids have been accepted. I wonder if Mr. MacDonald could say whether leases have been issued in respect of these, if not, if leases have not been issued when these leases would be issued. Also, is there any requirement in the contract that construction must start within a certain length of time or is there an unlimited time available to them?

Mr. MACDONALD: Mr. Chairman, I am not familiar with the administrative position as to the actual issue of the lease. This is usually timed to coincide with—certainly at the time prior to construction. As Mr. Dowling has pointed out these awards have been staggered. I would like to make the point that there is nothing sinister about this. Up to 1958 or 1959 it was a deliberate matter of policy. We have often been accused of being unrealistic in these matters but it was our judgment that however needed this accommodation is, there should be some staggering about their introduction into the local economy and that it is desirable to stage them across this way. That is about as much as I know about the present status of the actual drawing of the leases and the signing and issue. The steps would be the issue of a lease prior to the actual commencement of construction.

An hon. MEMBER: Regardless of how long it took them to raise capital.

Mr. MACDONALD: In the particular circumstances that are prevailing in the country as a whole, if what we thought was a sincere operator was experiencing genuine financing difficulties, I hope we would be prepared to sit down and talk with him before we threw out his bid and gave it to somebody else. We would want to see that we could deal amicably with him if we thought he was sincere in going ahead with the project.

The CHAIRMAN: Mr. Simpson, Mr. Roxburgh, Mr. Lind.

Mr. SIMPSON: Just one more question, Mr. Dowling.

The CHAIRMAN: May I suggest that your question be brief.

Mr. SIMPSON: Do not worry. I am very interested in this I.D.B. business and I really mean it quite sincerely because I would like to know if I.D.B. is not

interested in coming in here under the circumstances and lending money in Jasper and this area of Banff. Have they made any definite statement as to why, because I am really interested in this angle?

Mr. DOWLING: I believe, Mr. Chairman, that the reason they are not coming is because if you are borrowing money in Ontario for your enterprises you are borrowing on a business season of 12 months. If you are borrowing money in Jasper on a business enterprise it is strictly a three-month seasonal operation. I cannot see how you can be classed in the same area. They just cannot be.

If I may digress just a moment, I would like to get back to this business operation that was being assigned. One of the items in the agreement, Item No. 10, says "that the word lessee in these presents includes the lessee or lessees, as the case may be, and his or their executors, administrators, and assigns", and in the case of an incorporated company, it is successors and assigns. This is in reference to the business I mentioned a few minutes ago. This operation is a continuing operation. It is not a new operation. No one is buying a new operation and starting. It is a continuing operation. It has not changed.

Mr. ROXBURGH: Just one minute though. You mentioned 12 months in Ontario. That would be exactly what I have been trying to point out that with the property owner who owns his property outright, a fairly successful business man with 12 months operation, I.D.B. is not interested. This is an economic situation right across Canada. That is what I have been trying to point out. It is not just because of six months.

Mr. LIND: Before I enter on another area, Mr. Dowling, which I would like to discuss, I would like to ask a supplemental to Mr. Roxburgh. Is it not true that a business on the main street has received approval from I.D.B. for a loan?

Mr. DOWLING: Mr. Lind, I cannot answer that question. Perhaps someone in the audience can.

Mr. LIND: It was my understanding in talking to one of the business people that they had received approval from I.D.B. for a loan.

Mr. DOWLING: I believe I can tell you who it is now. Yes, this was an approval of a loan on a perpetual lease.

Mr. LIND: As regards the 25 building lots that were allotted last year, is it not true that 24 of them are built on by C.M.H.C. loans.

Mr. DOWLING: Yes, that is correct.

Mr. LIND: What was the old land rental for a lot?

Mr. DOWLING: It was something like \$12, sir.

Mr. LIND: I beg your pardon.

Mr. DOWLING: Twelve dollars per year.

Mr. LIND: What did this include, just the raw land?

Mr. DOWLING: That included the raw land, in addition to that you paid the normal taxes you would pay anywhere else in Canada.

Mr. LIND: On the new lots, what does it include?

Mr. DOWLING: One hundred and forty dollars and you still pay the normal service charges, school taxes, and so on, an increase of perhaps 20 mills.

Mr. LIND: Let us keep it to the rent. On the rent of this land, it is my understanding that this land is fully serviced with water and sewers, that the plan has been put on and everything, and you get this all for the price of \$140. Is that correct?

Mr. DOWLING: You pay the same taxes. We pay a water, sewer and garbage tax.

Mr. LIND: I am going on to the taxes. I just want you to answer the other and tell me if I am correct.

Mr. DOWLING: I am intending to. This is the only way I can answer it. Our taxes in Jasper—

Mr. LIND: Well, I am going on to taxes if you will leave taxes. Just tell me whether you have water, sewer and the land, if it is developed and on a registered plan.

Mr. DOWLING: Yes, that is right.

Mr. LIND: And the size of the lot?

Mr. DOWLING: Most of them are 60 feet by 100 feet.

Mr. LIND: With regard to the school taxes that we were talking about. Does that not go to the provincial government? It has nothing to do with the federal government.

Mr. DOWLING: That is right.

Mr. LIND: Your sewer, water and garbage service are normal in any community where you pay for the water used, you pay for the carting of sewage away and you pay for your sewage connection and water connection.

Mr. DOWLING: Yes.

Mr. LIND: Is this all you pay or are there extras?

Mr. DOWLING: No. We pay a hospital tax, water, sewer and garbage. This is it.

Mr. LIND: The municipal hospital tax that is a provincial tax, is it not? It has nothing to do with the federal government?

Mr. DOWLING: Yes, that is right.

Mr. LIND: Then you go on and make a statement that it is as a result of this will place a very real hardship on those incomes are not considerable, especially those residents of a community who are on a pension.

Mr. DOWLING: I think you are referring to the residents' association brief.

Mr. LIND: Well, you—

Mr. DOWLING: I would sooner leave that to the fellow who spoke for the residents' association.

Mr. LIND: Well, may be so. May be I am on the wrong brief. I am sorry but may be you could inform me then and I might as well continue. It is my

understanding that C.M.H.C. will not loan to a pensioner. As C.H.M.C are loaning in my area, will they loan up here? This is my question.

Mr. DOWLING: I really could not answer that, sir. I really do not know.

Mr. LIND: Thank you.

The CHAIRMAN: Are there any further questions? Mr. Duquet and Mr. Basford.

Mr. DUQUET: On page 5 of the commercial operations at the beginning of the page you say that—

The CHAIRMAN: Will you speak into the microphone, please?

Mr. DUQUET: This is his brief, Chamber of Commerce?

In the event that leases continue to possess this devastating terminating feature,  
that is at the beginning of the page, and at clause 4, you write:

The final result will be an attempt by the operator to recoup a portion of his loss by charging higher prices for everything that is sold in the park—

and then you add:

—a practice which is not in vogue at the moment.

As a member of the Chamber of Commerce would you mind telling me if in your opinion, prices in Jasper on general goods that are sold everywhere in Canada are the same here as they would be in Moncton or in Montreal or in Quebec or in any of those places.

Mr. DOWLING: Yes, Mr. Chairman, I can honestly say that they are the same all across the country, bearing in mind that we are 235 miles from a wholesaler and food produce sometimes costs a little bit more.

Mr. DUQUET: Forget about the food.

An hon. MEMBER: We cannot forget about the food.

Mr. DUQUET: Let us talk about other goods, garments, or jewellery or chinaware or things of that nature. Would you say that the prices are the same here as they are in other places?

Mr. DOWLING: Yes, they are, sir.

Mr. DUQUET: I guess you had better make an inquiry on this, Mr. Dowling. I have been through three or four stores this afternoon and being in business I can tell you that I have seen articles that are sold all over Canada and that I have seen prices that are at least one-third higher than in Montreal or Quebec or other places.

Mr. DOWLING: Can you give me some idea, sir, of what they are?

Mr. DUQUET: I will give them to you privately if you wish.

The CHAIRMAN: Mr. Basford. Incidentally, for the benefit of those who may not know, Mr. Basford is our Co-Chairman of the joint parliamentary Committee of the House of Commons and the Senate on consumer credit so he is an expert on that subject. Prices and consumer credit. Mr. Basford.



Mr. BASFORD: I have been doing some comparative shopping here, gentlemen. Sir, you have in your brief at page 6 a statement from Mr. Grosvenor, the President of the National Geographic Society which in my view is a very good statement and only the extremists on one side or the other could not agree with it. I am asking because I am a little confused. When we drove up yesterday we were taken and stopped briefly at Lake Louise where we were shown a map and projected plans for the Western Mountain Park which showed certain allocations for wilderness areas, certain allocations which were called "transitional" areas where access roads and visitor facilities were planned and then highly developed recreational areas such as the one projected for Lake Louise. I do not really see how that policy which we were shown yesterday differs from what Mr. Grosvenor was talking about.

Mr. DOWLING: I really cannot comment on Lake Louise or Banff. I am afraid I am not familiar with the problem. I know that—

Mr. BASFORD: Pardon me. Perhaps you misunderstand me. This was the whole western mountain park system.

Mr. DOWLING: I cannot for the life of me see where the conflict is between the conservationist and the people who are trying to provide the services for the tourists. I fail to understand where the conflict arises. As a matter of fact, in hearing the briefs at Banff and those presented here today, I think that these people who presented these briefs, if they got together they could present one brief for the parks.

Mr. BASFORD: I fail to see, and perhaps you are not suggesting this, I do not know, what you are recommending here or quoting with approval as general policy that differs from the department.

Mr. DOWLING: I think the department has made a little hay out of the fact that the conservationist is stamping his feet a little bit and on this basis they are accusing the so-called commercialist in the parks of renting the parks which is not the case.

Mr. BASFORD: Well, we all admit that there are people whom I referred to as extremists, the bird watchers who would kick everyone out of the parks and the "Coney islanders" and that the bulk of the people are in the middle between those two groups. You quote with approval Mr. Grosvenor's statement and judging from the planned developments we saw yesterday for all of the western northern parks system that the distinction between wilderness areas and the huge areas of what are called "transitional" areas and then the highly developed visitors service areas and recreational areas, that the department's general planned policy for all of the park is very different from what you quote with approval.

Mr. DOWLING: No, it is not. I think you misunderstand the position of the people in the parks that have commercial ventures of some kind or another. They agree with the basic concepts of the plan. They simply disagree with the method of instituting it, the method of cancelling a lease that has a renewal clause. This sort of thing.

Mr. BASFORD: I was avoiding legal questions of an administrative nature. I was talking here of policy and trying to determine whether the policy you quote with approval so far as I can see is the policy of the department.

Mr. DOWLING: This is right. Exactly.

Mr. BASFORD: Oh, fine. Well, I am clearing the air a little bit. You quote with great approval the American situation. I have read this very fine print which Mr. Steers supplied us with, a copy of the U.S. act, and I do not see that the concessionaire or the leaseholder has security of tenure. In fact, I see this statement when talking about renewals: Before doing so, however, and before granting extensions, renewals or new contracts pursuant to the last sentence of section 4 of this act, the secretary, or in the Canadian context the minister shall give reasonable public notice of his intention so to do and shall consider and evaluate all proposals received as a result thereof in Canada, as I understand it.

Mr. MACDONALD: In the annunciated policy for commercial leases the minister has stated that continuity of good management will be recognized as of value to the visitor, and after the expiry of the 42-year term while the structures will legally blend with the land which is public land, good management will be guaranteed a further ten years in effective control of the business in a profit making position. It has been further stated that, assuming again good management and an efficient business, such an operator and his or her successor at that time, at the end of that ten years could have first refusal for a further ten years. First refusal I think most people are familiar with. These are any operators able to match any proposal from any other interested person but he is given the benefit of the doubt, so to speak. He is there; he is in the business; he is doing a good job; he will continue on those terms.

Mr. TUCKER: A supplementary question. Who will decide whether the operation has been good or not?

Mr. MACDONALD: This is a responsibility that the minister will have to discharge because it is his responsibility to the visitors who would come to the park. However, those words will be put in the lease. They represent a test which could be used in court. In other words, if there was a dispute as to whether or not there was good management there is that which the entrepreneur could rely upon as a test. Our courts have employed the test of reasonableness. This could also be used with respect to the question of terms for the succeeding period. Again the test of reasonableness can be invoked and has been invoked in the courts.

Mr. TUCKER: Thank you.

An hon. MEMBER: Mr. Chairman, a further supplementary to Mr. MacDonald. Let us clarify the status at the end of the lease term. Is the government going to own the building and allow the operator first refusal to rent it?

Mr. MACDONALD: No. At the end of the 42-year term, the statement says that the existing entrepreneur can continue in effective control of the business on a concessionaire basis. The real translation here is from a lease term to a concessionaire basis on mutually agreeable terms.

The CHAIRMAN: Is that all the questions?

An hon. MEMBER: No, it is not.

The CHAIRMAN: One more question.

An hon. MEMBER: My understanding of the American situation is that the concession agreements are nowhere near 42 years. They are much, much less than that.

Mr. MACDONALD: Mr. Dowling might not be aware of that. This is, I think, the real distinction between the American policy and the Canadian policy. The maximum term under the new policy in the United States is 31 years but is markedly less in most instances. It can be 10, 15 and 20 years. It will relate much more to these extra ten years that I have mentioned now, and it is in this area that the question of possessory interest arises. In other words, they will be letting concessions for periods of terms which are demonstrably less than you would require to recoup the investment. Thus, for example, it might be a ten-year concession for something which really needs 20 years to recoup. What this policy in the United States says is that if that man does not get another ten years then he will be compensated for that other ten years. That is where the possessory interest comes in. It is like a straight line depreciation, undepreciated assets.

The CHAIRMAN: Are there any further questions?

Mr. SIMPSON: Now that we are talking about this policy of concessions, possibly following the end of lease terms, I am wondering how this works in the case of the matter that was brought before the Committee this morning, the case of Mr. Rayner, I understand he is working on a concession and I think the people would be quite interested to know what might happen in future cases of this nature, at least I am sure that I, as a Committee member, and I am sure the rest of the Committee, would like to know.

Mr. MACDONALD: Well, the case of Mr. Rayner has been considered by the minister and, I am working from memory here, it was a matter which came up shortly after I entered the department but if I recall correctly the point at issue was that Mr. Rayner who indeed had pioneered the concept was in writing warned and reminded that he was on a very short term concession, one year in the first instance and if my memory serves me, three years in the second instance. It was drawn to his attention that if the development did grow to be a large development, it would, in keeping with standard public policy have to be put out to tenders, that if he made investments of any kind he should do so with the full knowledge that he had that term of years in which to do it, and that he should not regard it as a commitment to him that he could continue and that if there was a better offer the normal test that we would employ in public tendering would have to prevail and he would possibly not be the successful tenderer. The tenders did come in and I could not possibly rely on my memory for the evaluation as to why one tender was chosen as opposed to the other. I would like to say that I have a very real sympathy for Mr. Rayner's situation. I looked over the figures that he quoted. There was a question here of compensation for his assets that he had invested, even though in writing he had been warned of this, and I have asked the regional director to meet with Mr. Rayner again to go over that ground to make very, very certain that we have not erred.



n being not sufficiently generous in the settlement in these unusual circumstances. It is true Mr. Rayner was aware but I think we all know that these are difficult decisions and I would like to be quite satisfied and I have asked the regional director to talk with him.

The CHAIRMAN: Gentlemen, we have several other witnesses to hear. I hope that you will bear with me when I suggest that Mr. Dowling has been on the stand now for some hour and a quarter and I hope that if there are any other questions you will kindly be brief.

Mr. BASFORD: Mr. Chairman, I am not going to take up the time of the Committee with more questions but at the moment with the information that I have I do not quite see and understand this great enamouredness that everyone seems to have for the American system. I do not see that there are perpetual rights. I see that the concessions are much shorter than in Canada. I do not understand why everyone is referring to the American system with such great admiration.

Mr. DOWLING: Mr. Chairman, if I may answer that I think the big difference is the fact that conversation is fairly important to a man who has spent a lifetime building a business, starting from nothing and building it up, and he is all of a sudden confronted with the possibility of losing the whole thing and ending up with nothing, with only a license to act as a manager for ten years. Perhaps if he is a really good fellow he can have it for another ten years but it does not compensate him for the fact that he has spent his entire lifetime building that business. If he is going to have a good business, certainly it is, but if he is going to have a good business he is going to have to funnel his profits back into that business. That is what makes his business.

An hon. MEMBER: Does he expect it for a lifetime?

Mr. DOWLING: Of course, not. I do not think anybody expects it for a lifetime but they do expect the option of building an estate.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, if I might just interject. Is not the basic reason that the United States act has been brought up is the simple fact that prior to this act in the United States the government there was itself running all of the service centres in the parks and made a change to allow private enterprise to do it. I think that the people here are pointing this out to the Committee that the United States has tried it the other way, which we have the feeling that the department wants to do in Canada, and has now gone back to using private enterprise to develop their parks. I think that is the reason the reference to the United States act is in these briefs.

Mr. BASFORD: I do not think that in Canada there is anyone else but private enterprise that should service these areas.

Mr. HORNER: Well, just to keep the record straight there have been numerous suggestions by senior civil servants in the department that they wanted to take over the entire operations in our national parks.

The CHAIRMAN: Will you speak into the microphone, Dr. Haidasz. We cannot hear you.



Mr. HAIDASZ: Mr. Chairman, I would just like to have that statement of Dr. Horner's drawn to the attention of Mr. MacDonald and have him tell us if such is the policy of the department.

Mr. MACDONALD: Well, if I may—I shall be careful—Dr. Horner, I think you said that senior civil servants had stated that it was the intention of the department that the department would run all the businesses or roughly that expression. I, first of all, make the point that senior civil servants do not make the policy of the department. This is made by the minister. Senior civil servants may tender advice but the minister makes the policy. He has made no such policy and certainly has given us no such direction. I believe his published statements and his directions to us are 180 degrees opposite, namely, that we are to do everything we can to encourage private enterprise to come in. It provides a flexibility. It provides incentive. As an administrator with some responsibility for the success of the parks I am very worried about statements that lending institutions do not want to lend in the national parks because I think if you say that often enough it is going to be believed and it is going to act to the disadvantage of the parks and is contrary to the discussions I have had with senior financial houses and with the Industrial Development Bank which I have personally negotiated or that we do not want private enterprise because we do very, very much. In fact, I have had discussions with small and large businesses and they are quite eager, I think. Those sophisticated lenders, at least, regard the national parks as probably the most promising growth areas for the tourist business, if you want to put it that way, although that may not be prime business of the parks. None the less it is. They regard it as one of the prime growth areas of Canada. The figures of visitors attendance are really quite startling. We are encouraged.

The CHAIRMAN: Are there any further questions of Mr. Dowling? If not, I wish to extend the appreciation of the Committee to Mr. Dowling for being so patient and for being such a good witness.

The next very important witness is Mr. Matthews of the Jasper Residents Association.

Gentlemen, we have Mr. Matthews for those of you who wish to ask questions, if there are any questions. Mr. Matthews presented a brief from the Jasper Residents' Association. It was read this morning. Mr. Barnett, first.

Mr. BARNETT: Mr. Chairman, I think, in effect, in having this opportunity we are moving from the commercial field in which we have been having some discussion into the residential field, I find that in this brief presented by the Jasper Residents' Association somewhat similar concerns expressed to a related brief that we heard in Banff. At this point I would like to raise, and I am not sure whether this is a question to the local association or to Mr. MacDonald, but the concern as it was expressed to me in Banff was over a statement which, as I recall it, was made by the minister to the idea of residences within the parks town-sites at the expiration of a certain period of time becoming, I think the phrase was, "Crown rental units". It seems to me from what I have heard both here and in Banff that this expression and the implications of it, sums up as well a

ny the concern which home owners have indicated to the Committee and I wonder if it might be useful to have comments on this both from Mr. MacDonald and the Jasper Residents' Association.

The CHAIRMAN: Yes, Mr. Barnett.

Mr. MATTHEWS: I believe I can comment on this. First of all, let me say that the Minister of Northern Affairs, the last time he was present in Jasper, did clarify this point to us. He explained what he meant by Crown rental units and as far as we in the Residents' Association were concerned, we fully understood his explanation but I am afraid I must agree with you that the term, as it sounds, is pretty grim and we were very leery of it when it did come about. I think, without going into too much detail, I believe my interpretation of the Minister's attention is that at end of the lease if they intend to use the land for a purpose other than housing, but they are not going to use it for, say, three or five years, then they would rent the house to the person if he wishes to remain for this period. Am I correct on this, Mr. MacDonald?

Mr. MACDONALD: With the permission of the Committee and the Chairman, I suppose Crown rental unit had a rather ominous ring. There might have been a happier choice of words. I think the foregoing explanation is reasonably accurate. The fundamental of the lease policy for the residential person is roughly as follows. If a person has such a lease now and does not sell it to anybody, it remains undisturbed until it comes to the end of that 42 year cycle. At that moment of time, the new standard 42 year lease without renewal feature comes into force and is substituted for it. That lease provides for compensation for the fair value of the structures at that time and this has to be decided by some kind of impartial arbitration and we are working on just what kind of technique that would be relatively inexpensive and local that would come into play then, if the person then wanted to leave the house—if he had no further use of it—but even a local lease will have expired and this is where the Crown rental expression came into being. A happier one could have probably been found.

The intent was expressed by the Minister in other words, that no one would be disturbed in occupancy unless by some chance that house was required for a specific purpose such as road widening. Assuming that it is in a housing area and it is going to remain a housing area, the intent of the policy is that the occupant who has lived and worked all his life—that is something more than five years, let us say, prior to the expiry of the lease terms—will remain undisturbed for the remainder of his or her life in that house at what I am sure the Minister has told and instructed us, is to be a nominal rental. The rental will only be a legal consideration; it is not a serious consideration. It could be any sum of money. It is not the significant consideration. When the person then in residence has voluntarily left or has ceased to require the house through the dispensation of the Lord or otherwise, then that house would be returned to the stock of housing to become available to the people we have talked about before and whom you heard about in Banff and whom we think will be more pressing 50 years from now, who are required to live in Jasper or Banff to serve the visiting public.

Mr. BARNETT: I wonder if we could have just a little more expansion on this question of what one might call, a change of occupancy. I am sure there is no quarrel, as far as I know, across Canada and I have not found any within the

parks against the idea that anyone, myself for example, if it were my whim or fancy, should have the right to come and live within the boundaries of the park or the specified park townsite. I am still not quite clear as to what the ground rules are. I will take a situation where in the middle of a leasing period someone who has been employed in the parks either by the railway or in local or tourist enterprises decides voluntarily to leave and the question of the future use of that particular house and its future occupancy comes up. Could we have a little further clarification on the understanding, both locally and at the departmental level, of what the picture is in a situation of that kind?

Mr. MACDONALD: Let us assume that it is some person, a businessman or a railway worker at Jasper, who has reached, let us say, the midway point, again of a lease—let us take 20 years of a 42 year lease—and decides to change his occupation or decides to retire or go somewhere else outside the park. He will then be in the position of selling the unliquidated portion of that lease which has added the right to compensation at the end of the term of the lease plus that which I have indicated, if the occupant—the successor—has himself or herself then been spending a good proportion of his life in the park. Let us say that someone else might buy the house who is in business here and continues on for the next 22 years in that house, to fill out the 42 year term; he is probably 50 years of age, is still in business here and has no desire to leave Jasper. Then the policy I indicated earlier would apply; the lease term will have expired; legally the structure would have blended with the land but if the person in question wants to continue to live here or wants, indeed, to retire in Banff or Jasper or anywhere else, then the policy says that he or she will remain in that house undisturbed so long as he or she pleases.

Mr. BARNETT: What about the situation of a person who for one reason or another, was legitimately required to leave the park? Perhaps, I could take as an example an employee of the railway who was transferred somewhere else and there was no fair offer available from another individual for the value of the premises. Would the department then take that house into this category, to use the unfortunate phrase, of a Crown rental unit at a fair valuation as would apply in compensation at the termination of the leasing period?

Mr. MACDONALD: I do not think that eventuality has really been discussed by the Minister, Mr. Barnett and I will tell you why. It is because we have been working on the presumption that housing is so scarce now and it is going to go on being scarce because of the growth in business in all these towns, that we have not anticipated that that possibility would arise. We think that there is going to be an increasing number of people who have to live here in the park to provide a market for the stock of housing. If that were not the case then it would have to be looked at in that light.

Mr. BARNETT: Has the Jasper Residents' Association any comment to make on this aspect of the matter?

Mr. MATTHEWS: Yes, I have. In theory I agree with Mr. MacDonald but there are potential loopholes in his argument. First of all, there is always a possibility that through a recession or depression there may not be this demand for housing. Granted, it is not a very likely eventuality but we also have a second consideration.



He used the example of 20 years expiry on the 42 year lease. Let us assume that 35 years have expired on the 42 year lease and you now have seven years left. The person who is trying to sell that house, let us say it is my house, and I want to sell it with seven years left to go on the lease, I may have considerable difficulty in finding someone to take the house on a seven year basis with any thought that the house may be required for other use unless that person was assured that he would have some other housing here.

What I am getting at is that if they did widen the road, as Mr. MacDonald said, and the house were taken, it would not become a Crown rental unit, it would, in all likelihood, be demolished. We feel that this should not be the case. The house should be moved to another lot and then at the end of the seven year lease period, assuming the lot to which they moved it is going to remain for residential purposes, then another subsequent lease be provided, as Mr. MacDonald said. This is the difference between the department and ourselves in this regard now.

The CHAIRMAN: Mr. Tucker.

Mr. TUCKER: Mr. Matthews, in your brief presented on behalf of the residents of the Jasper Residents' Association, page 8 under the heading of Future Land Rentals, you said:

We agree with the department that the present figure of \$12 per year on residential lots appears unrealistic.

Mr. MATTHEWS: Yes, that is correct.

Mr. TUCKER: You also said that the department argues that residential lots represent a value of \$2,333.33 each if they were allowed to sell them. How do you arrive at the figure of \$2,333.33?

Mr. MATTHEWS: By going back and figuring out that \$140 is 6 per cent of what figure.

Mr. TUCKER: Thank you.

The CHAIRMAN: Mr. Chatwood.

Mr. CHATWOOD: On page 3, you take exception to the clause which gives the Park Superintendent the right to enter the house for purposes of inspection at any time. You consider this could be an invasion of privacy. To your knowledge has this ever occurred as an invasion of privacy?

Mr. MATTHEWS: No, sir, to my knowledge it has never occurred and to my knowledge, with the present administration we have here, it will never occur. But as I said in my brief, it could possibly occur.

Mr. CHATWOOD: I recognize your point. I think it is a right that even the RCMP do not have at present.

To get to another topic which does not appear necessarily in your brief, do you feel that the town of Jasper right now has sufficient street lighting and sidewalks?

Mr. MATTHEWS: No, definitely not. We have sufficient sidewalks on, I believe, three or four blocks of the main street; we have sufficient street lighting on



one side of the main street, I believe, but elsewhere in the residential areas of the town we do not. We have no sidewalks.

Mr. CHATWOOD: That was the only question I had, Mr. Chairman. Thank you.

The CHAIRMAN: Just a moment. Do you have a supplementary question Mr. Tucker?

Mr. TUCKER: I would like to ask Mr. MacDonald, Mr. Chairman, if this government lease is different from any other government lease?

Mr. MACDONALD: No, it is not, Mr. Tucker. I was going to ask for permission from the Chairman to comment on this clause where it describes the right of the superintendent to inspect without notice, and so on. This is just precisely the sort of problem—we are in the process of a great number of changes. In my opinion this is a terribly antiquated clause and ought to be struck out completely. I will so recommend. I do not see its need at all. This sort of clause was put in back in 1867 or somewhere there and it has rolled on and on without anybody looking at it.

The CHAIRMAN: Mr. Roxburgh. No, Mr. Nixon is next.

Mr. NIXON: Mr. Chairman and Mr. Matthews. On page 2 of your brief and this is coming back to something but this to me is just about the way you explained it and I would like to get your answer on this. I will read it; it is just about ten lines down the page:

You would think that the department, in its capacity as landlord would have advised tenants that major changes were being made in the leases. Not only was there no communication from the senior officials of the department, but on one occasion the Minister of Northern Affairs, the Honourable Arthur Laing, replying to a question on leasing changes in the House of Commons, replied that there had not been any changes made in the leasing policies in the National Parks.

Continuing:

Probably Mr. Laing meant no changes since the 1958 Order in Council, but we were shocked by his reply because we did not know of the 1958 changes and naturally had thought them to be more recent.

Do you mean to tell me—and this is hard to believe and I do not know whether Mr. Laing made the statement, whether it was in 1962, 1963 or 1964, and you can correct me and I do not care if it was in 1965—that from 1958 until Mr. Laing made his statement that the people knew nothing about the change in 1958?

Mr. MATTHEWS: That is absolutely correct and I am quite certain if you care to circulate amongst this crowd after this meeting is over and ask every individual, you will not find one, with the exception of the Parks' employees, who may have known about it.

Mr. NIXON: Thank you.

The CHAIRMAN: Now I shall call on Mr. Lawrence Watson, to ask a question.

Mr. WATSON (*Assiniboia*): Mr. Chairman, going back to a few minutes ago when Mr. MacDonald, I believe, was talking about the home owner and the 2'

nd 22 year period that would be left. We reached the point where we were discussing if this particular home was wanted for the widening of a road or something to do with the expansion of the park. If it were not the case that the department wanted it for commercial expansion or the widening of a road, where would the picture come in here on the right of the individual to pass this on to some of his family. I think this is the crux of the issue as I see it in going back to your perpetual lease which would give a parent the privilege of passing it on in a will to his heirs. Does this mean that at the end of a 42 year period, if the department does not need it for roads, etcetera, that the individual could then continue to pass this on?

Mr. MACDONALD: No, Mr. Watson, I think you have, indeed, put your finger on the crux of the matter. There is no devolution other than the devolution which takes place during the period of the lease, in which case the lease carries on. For example, should someone pass away during the fifteenth or twentieth year of that lease, the remaining portion of the lease is passed on to the successor. It is quite clear that the policy is premised upon the assumption that the stock of housing in a national park and the available land—and we are now looking ahead 50 and 100 and more years and you have already heard in Banff, for example, of the problems and the pressures for people who have to live in a park to get housing—that if housing is passed on continuously, generation to generation, to increasing numbers of people who are not required to live in the park, then either the people who have to live here to serve the visitors will lack housing, will pay excessive prices for it or the only final alternative is the continuous expansion of the land area of the townsite. The parks policy has made the presumption that contended a great expansion of the townsites would be self-defeating because as you know to increase suburbs, to increase the housing stock as you do in a normal city, would transform the townsites into an urban area and be self-defeating in terms of its attraction for people coming to visit the parks.

Mr. WATSON: This could possibly fall into two categories then. I am going to presume that the original owner was in business—commercial business—or he could be working for the railroad or he could be working for the parks, and some of his family continued to be in the business or set up another business in a park within Jasper or continued to work for the railroad. In this particular case what would be the process of carrying on of progress. I am trying to think that now we get into two different situations. One is a family line of business where it could go on as it has done in many places for 50 or 100 years as against somebody that is transferring out.

Mr. MACDONALD: You touched on the difficult one to cover. The easier situation is the one I describe. Someone now on one of these renewable leases takes out 10 years from now a 42-year non-renewable lease under the policies as they stand today and then passes on in the 10th year of that period. Then, his or her successors or assigns would succeed to the remaining portion of the lease. Let us presume that they have moved into that house—they have moved into their father's home. They would then be living—I said 10 or so years—well, in 30 or some years—at the end of that period of time the lease would have expired; the structure would have blended with the land and law but the occupant would go

on for the balance of his or her lifetime in that house. Now, that projects a very long period of time. Let us take the other case. A person expires in the 40th year or the 41st year. The successor would not have lived there in that house for a long period of time. I believe this is a good point and I think we would probably have to raise it with the Minister so that an interpretation of the policy would recognize the point you are making that a person continues to be a person who has to live within the park. Therefore, he is not occupying a stock of housing which should be made available to someone who has. I would be inclined to think that probably we can express this in some way to make sure that there is not any unnecessary change of occupancy. I think this was the point you were raising—through the accidental sort of arithmetic at the end.

An hon. MEMBER: I have one more short question on the same topic.

The CHAIRMAN: And a short answer.

An hon. MEMBER: We get up to the 41st or 42nd year and the original owner dies then—I am the heir to this—I am living in Edmonton—just what happens then. Is there any compensation for the heirs that he could leave this property to or this lease to?

Mr. MACDONALD: A person living in the park with, say, 20 years remaining on his lease passes away and he leaves in his will the remaining 20 years and rights to that lease to someone living in Edmonton. That person in Edmonton could not live in that house but would have the ownership. He could rent it to someone and have the compensation rights that come up at the end of the term.

Mr. NIXON: On page 5 it says: "Lack of Communication." This is a question or a point which has been raised in several of the briefs and I would just like to read part of this paragraph and ask for comments by Mr. Matthews. It says here in part:

It is sufficient to state that almost every change in townsite policy, whether major or minor, is made in Ottawa, without our knowledge. By the time we, as residents, are aware of these changes, they are accepted policy and we can do nothing about them,—What the department does with regard to this townsite affects every resident. Yet we are never advised beforehand, consulted, or considered—only told.

I was just wondering if Mr. Matthews would like to comment on this.

Mr. MATTHEWS: Are you asking for a specific example of this?

Mr. NIXON: I was just thinking that problems of any kind can best be settled probably by sitting down and discussing them if there are changes to be made. I am just wondering whether you have any comment to make or if Mr. MacDonald has any comment to make on this.

Mr. MATTHEWS: Well, I have no comment except for what is said in the brief. It is our feeling here that this is the case. There have been cases, of course, where we have been consulted—not consulted—but advised beforehand to the extent that they advise us that this is what they are going to do a little before they do it but they already have decided that they are going to do it. The thing that we want is to be consulted before they decide that they are going to do it.

The CHAIRMAN: Are there any further questions, Mr. Nixon?



Mr. MACDONALD: May I comment on this question of consultation because it goes to the heart of departmental administration. I cannot answer for all of the history of the past but let me give you an example of the kind of consultation which I believe completely contradicts this sort of statement. The major thing facing this townsite today is the question of townsite redevelopment. This town has to grow—we know that. It is bisected by the railway. We have commissioned Mr. Oberlander to prepare a report. I have my officials here but I believe this has been sent to the only body that we can consult with in Jasper, namely, the Jasper Chamber of Commerce. We have received extensive suggestions from the Jasper Chamber of Commerce. We have discussed it and we have made extensive modifications in Dr. Oberlander's report in consequence. I think we now have sent the final revised Oberlander report or townsite development plan to the Chamber of Commerce. There is a meeting scheduled for Wednesday of next week. We have withheld any promulgation of that plan until we have consulted the only body we have to consult with here—the Chamber of Commerce.

The CHAIRMAN: Mr. Lind, do you have a supplementary question?

Mr. LIND: I would just like to point out to Mr. Matthews, and I know by experience, that in Ontario to get a registered plan on a sizable piece of property, say, 50—100—200 acres—even 10 acres of extent—you can be assured that it is going to take you two years before we get it through the provincial government. These things take time because of changes. You have to have a surveyor and you have to have a planner to lay out the streets. Then, there are people who come along and make suggestions and as it is brought before the various bodies they make suggestions—which are all good—I have no objection to these suggestions. But I do say that it takes time. I may add that—I do not know what the case is here—but I do feel that anything which you are dealing with in this manner—If it is a private individual putting a plan on sometimes it is not only the surveyor and everybody else that holds it up but even his own legal counsel at times holds up the correspondence unduly and adds to the length of time.

Mr. MATTHEWS: Yes, I agree with you in this regard. I also agree with Mr. MacDonald in the case of the Oberlander report. This is true enough; we were consulted, we made recommendations and from what we can see the department has heeded some of these recommendations. What we are referring to here is not haste. We realize that these things take time. We realize that it must be planned. What we want is the department to recognize that in many of these areas of planning a town that we are well qualified. There are people in this town who are well qualified to comment and suggest. While the wording of this particular item is strong, it is nothing more than a request on our part to allow us to co-operate with the department.

Mr. LIND: I realize that but although you have many competent people to give you advice they are never all in agreement as I have found out in the past from planning board experience. A lot of different whims are added to it and it can hold up proceedings a great deal longer than absolutely necessary. I do not know what you are referring to as advice but I would like to read one statement here:

Perhaps, under the concept of the townsite policy, a local townsite governing body could be created, a group to be given a responsible share



of government, one which could make decisions within the broad concepts of a realistic and workable Federal Townsite policy. In short, a town council may be desirable. Certainly the proposal deserves study.

Is it your desire to set up a separate community where you raise your own taxes, put in your own services, your water mains, your sewers, your streets, your sidewalks and street lighting. Is this the desire of the local Chamber of Commerce all on their own?

Mr. MATTHEWS: I cannot speak for the local Chamber of Commerce. I have to speak for the residents' association. I believe it is the desire of a great number of people in this town. How many, I cannot say, but I can possibly help you in this regard—a petition was circulated amongst the residents of Jasper about two years ago regarding full local autonomy—whether they were for or against it. There are approximately 750 houses—residents—here and of those well over 400 replied in the affirmative. They were in favour of this.

Mr. LIND: Was it their intention to take on the complete cost of local autonomy.

Mr. MATTHEWS: I am quite certain that the majority of the people who answered in the affirmative were fully aware that local autonomy means these responsibilities.

Mr. LIND: Where there is an area done like this they usually go out and raise debentures and pay for the past services and everything—like an area annexed to an adjoining city. They have to buy the hydro, they have to buy the water mains and the sewer services. I was wondering if these people had this brought before them and what is the cost they are facing?

Mr. MATTHEWS: No, they have not had this brought before them and there have been others than this very short circular which I mentioned was put around town. This has not been discussed to any great extent. No doubt there are a lot of people in town who do not realize how much is involved but I think that when they do realize this—and I am speaking personally—I think when they do realize what is involved that they will still want this.

Mr. LIND: Regardless of the cost?

Mr. MATTHEWS: Not regardless of the cost. I do not believe myself that the cost will be that—unattainable—shall we say.

Mr. LIND: Take it from experience—from one who has gone through this. I think it is only fair to tell them, Mr. Chairman, that my taxes went up 350 per cent after I went through this manœuvre.

Mr. MATTHEWS: This is something we would have to give detailed study to.

The CHAIRMAN: Gentlemen, we have another important witness. If you will agree to release the present witness unless there is an important question which you wish to ask. If there are no further questions I wish to thank Mr. Matthews—

Mr. BASFORD: You say in the brief that at present the lease transfers or plans must go to Ottawa or Calgary for approval and such approval without exception.

takes months to obtain. The material before the Committee is that 50 per cent of the lease assignments took less than 30 days and three out of four took less than two months. Are those figures wrong?

Mr. MATTHEWS: No, I do not believe those figures are wrong. Approval for new buildings—for example new houses—quite often is reasonably fast. I will not say reasonably fast because I do believe it could be speeded up a lot but it is within your 30 day limit. Particularly in cases of lease transfer—and there have been several incidents in Jasper—they have taken anywhere from six months up to a year. These are simple lease transfers between two bona fide residents and, as far as we know, the only requirement for residents in a national park is that they be bona fide residents. These are the examples we are citing.

Mr. BISHOP: Those are the cases that the committee will want to go into more carefully in Ottawa to find out the exact reason why they have taken so long. As I said earlier, this seems inexcusable. The fact of the matter seems to be that half of them are approved within a month.

Mr. MATTHEWS: This might well be. You have the figures and we do not. You must realize, of course, that we hear from only those with complaints, and I must also add that they do have very real complaints.

An hon. MEMBER: Those are the complaints we want to go into and will.

The CHAIRMAN: I now call on Mr. E. Bishop, Treasurer of the Edmonton Chamber of Commerce and the Mountain Parks Motel Association. You have his brief before you.

Mr. BASFORD: Because Mr. Bishop mentioned my name this morning and because we had a very pleasant dinner, I am going to ask him a very dirty question. He is appearing on behalf of the ski resort people. Mr. Bishop, what would you have done with Mr. Rayner?

Mr. BISHOP: Mr. Basford, I do not know if you realize how dirty a question that is. At the time Mr. Rayner and the group supporting him made their application for the concession I was the lawyer acting on their behalf. Since that time, of course, the concession has been given to someone else. The particular brief I present is on behalf of Marmot Basin ski development, Lake Louise which you may have seen on your way past, the development at Sunshine and the development at Marquis. I think I should take this opportunity to repeat again that most of the points are covered in the brief, but the reason the ski operators feel they need special consideration is, first, because they are not offered the normal 42 year lease which is being offered to other business people and second, in order to carry out the development of their particular areas, they are pressed and sometimes, I think it is fair to say, required to expend large amounts of money. In this brief you will notice that I have used the word "area" many times. The definition of area for the purposes of this brief is meant to be a mountain, a valley or a small group of mountains that are normally and, we think properly so, developed as one integrated development. The ski resort operator needs to have security of tenure not only in the sense that we have been talking with respect to normal commercial leases, but he also needs security as to area. On the other side of the coin I see and naturally so, that the department is going to require that he develop this area and not necessarily at his own speed,

Mr. HADASZ: Mr. Chairman, I would just like to have that statement of Dr. Horner's drawn to the attention of Mr. MacDonald and have him tell us if such is the policy of the department.

Mr. MACDONALD: Well, if I may—I shall be careful—Dr. Horner, I think you said that senior civil servants had stated that it was the intention of the department that the department would run all the businesses or roughly that expression. I, first of all, make the point that senior civil servants do not make the policy of the department. This is made by the minister. Senior civil servants may tender advice but the minister makes the policy. He has made no such policy and certainly has given us no such direction. I believe his published statements and his directions to us are 180 degrees opposite, namely, that we are to do everything we can to encourage private enterprise to come in. It provides a flexibility. It provides incentive. As an administrator with some responsibility for the success of the parks I am very worried about statements that lending institutions do not want to lend in the national parks because I think if you say that often enough it is going to be believed and it is going to act to the disadvantage of the parks and is contrary to the discussions I have had with senior financial houses and with the Industrial Development Bank which I have personally negotiated or that we do not want private enterprise because we do very, very much. In fact, I have had discussions with small and large businesses and they are quite eager, I think. Those sophisticated lenders, at least, regard the national parks as probably the most promising growth areas for the tourist business, if you want to put it that way, although that may not be prime business of the parks. None the less it is. They regard it as one of the prime growth areas of Canada. The figures of visitors attendance are really quite startling. We are encouraged.

The CHAIRMAN: Are there any further questions of Mr. Dowling? If not, I wish to extend the appreciation of the Committee to Mr. Dowling for being so patient and for being such a good witness.

The next very important witness is Mr. Matthews of the Jasper Residents' Association.

Gentlemen, we have Mr. Matthews for those of you who wish to ask questions, if there are any questions. Mr. Matthews presented a brief from the Jasper Residents' Association. It was read this morning. Mr. Barnett, first.

Mr. BARNETT: Mr. Chairman, I think, in effect, in having this opportunity we are moving from the commercial field in which we have been having some discussion into the residential field, I find that in this brief presented by the Jasper Residents' Association somewhat similar concerns expressed to a related brief that we heard in Banff. At this point I would like to raise, and I am not sure whether this is a question to the local association or to Mr. MacDonald, but the concern as it was expressed to me in Banff was over a statement which, as I recall it, was made by the minister to the idea of residences within the parks town-sites at the expiration of a certain period of time becoming, I think the phrase was, "Crown rental units". It seems to me from what I have heard both here and in Banff that this expression and the implications of it, sums up as well as



any the concern which home owners have indicated to the Committee and I wonder if it might be useful to have comments on this both from Mr. MacDonald and the Jasper Residents' Association.

The CHAIRMAN: Yes, Mr. Barnett.

Mr. MATTHEWS: I believe I can comment on this. First of all, let me say that the Minister of Northern Affairs, the last time he was present in Jasper, did clarify this point to us. He explained what he meant by Crown rental units and as far as we in the Residents' Association were concerned, we fully understood his explanation but I am afraid I must agree with you that the term, as it sounds, is pretty grim and we were very leery of it when it did come about. I think, without going into too much detail, I believe my interpretation of the Minister's intention is that at end of the lease if they intend to use the land for a purpose other than housing, but they are not going to use it for, say, three or five years, then they would rent the house to the person if he wishes to remain for this period. Am I correct on this, Mr. MacDonald?

Mr. MACDONALD: With the permission of the Committee and the Chairman, I suppose Crown rental unit had a rather ominous ring. There might have been a happier choice of words. I think the foregoing explanation is reasonably accurate. The fundamental of the lease policy for the residential person is roughly as follows. If a person has such a lease now and does not sell it to anybody, it remains undisturbed until it comes to the end of that 42 year cycle. At that moment of time, the new standard 42 year lease without renewal feature comes into force and is substituted for it. That lease provides for compensation for the fair value of the structures at that time and this has to be decided by some kind of impartial arbitration and we are working on just what kind of technique that would be relatively inexpensive and local that would come into play then, if the person then wanted to leave the house—if he had no further use of it—but even a local lease will have expired and this is where the Crown rental expression came into being. A happier one could have probably been found.

The intent was expressed by the Minister in other words, that no one would be disturbed in occupancy unless by some chance that house was required for a specific purpose such as road widening. Assuming that it is in a housing area and it is going to remain a housing area, the intent of the policy is that the occupant who has lived and worked all his life—that is something more than five years, let us say, prior to the expiry of the lease terms—will remain undisturbed for the remainder of his or her life in that house at what I am sure the Minister has told and instructed us, is to be a nominal rental. The rental will only be a legal consideration; it is not a serious consideration. It could be any sum of money. It is not the significant consideration. When the person then in residence has voluntarily left or has ceased to require the house through the dispensation of the Lord or otherwise, then that house would be returned to the stock of housing to become available to the people we have talked about before and whom you heard about in Banff and whom we think will be more pressing 50 years from now, who are required to live in Jasper or Banff to serve the visiting public.

Mr. BARNETT: I wonder if we could have just a little more expansion on this question of what one might call, a change of occupancy. I am sure there is no quarrel, as far as I know, across Canada and I have not found any within the



Mr. MATTHEWS: That is right, sir. The right not to pay tax does not create money if the income has to be spent.

The CHAIRMAN: Thank you very much Mr. Matthews for being so efficient and patient, and we are grateful for your appearance as a witness. I now call on Mr. Crossley, chief forester, who made the presentation this morning on forestry management in national parks. You have the brief before you.

Mr. BARNETT: I wonder if you could comment on the counter-argument that was presented later. I ask this question to give you an opportunity to answer if it is desired.

Mr. CROSSLEY: Thank you, sir, it is very much desired. As you know, this morning Mr. LaRoi was given the opportunity to comment on my presentation and I welcome this chance to have a few moments of rebuttal. Mr. LaRoi is an ecologist and ecologists and foresters do have common knowledge. We deal with much the same sort of thing. Foresters are trained in ecology and ecologists must know something about the forest vegetation. It must appear rather strange to you to hear two people, who are considered to be authorities on this subject, with such diametrical opinions.

I took the opportunity at noon to discuss this matter with Mr. LaRoi. I am sorry he is not here this afternoon, but I do not think I am being unfair when I mention our remarks. Mr. LaRoi feels much the same as I in that we cannot let this timber go on and on and get older and older. If I might use an analogy, you would not wish to see the town of Jasper occupied solely by old people in old people's homes, and this is the situation we are slowly getting into as far as timber is concerned. The timber is getting older and older and older. It is not being rejuvenated by fire because naturally fire is being fairly well kept out of the parks. We both agree that this situation cannot go on. I am trying to bring this matter to your attention and to offer a couple of possible solutions. One is to use control fire, and the other is to use the axe. As soon as the axe is mentioned people bristle and become annoyed. They seem to think you are trying to steal their timber and make lots of money from it and lay waste to their timberlands. Dr. LaRoi bristled when the axe was mentioned. Apparently he thinks possibly fire would be the answer, but that probably an ecologist, in studying this matter in the future, will come up with some other alternative. If they do that is fine. I have no brief for the axe. The axe and fire are the only two I can think of. But since he does not have an alternative, and since the job must be done, my recommendation at the moment is fire or the axe.

The CHAIRMAN: Are there any questions?

Mr. KINDT: In the wielding of the axe—prior to the wielding of the axe—it is your thought to carry out good scientific forest management practices such as, perhaps, naming the trees that can be cut and selected and carrying out those kind of practices which would not in turn be cleaning up the debris which is left behind and in managing the forest in such a way that it is perpetuated and maintained rather than exploited.

Mr. CROSSLEY: That is right, sir.

The CHAIRMAN: Are there further questions?

Mr. ROXBURGH: Mr. Chairman, Dr. Kindt has possibly pretty well asked the question except I would like to add this—and I am thinking of the redwoods in California and the fight we have had to keep the large trees. I think what worries the average conservationist at heart and we are having it now in Ontario in our provincial parks where they are going in and taking out the timber; there is a lot of waste material left which dries and fire can come in there very quickly as you know. I think another thing better than anybody else that the average person—and it would have to rest with you people—I am not against this particularly because I think it has to be managed—I do not know about these parts but I am thinking about the big firs in British Columbia and I am thinking of the redwoods in California which are thousands of years old. I feel, and I might ask you: Do you not feel that if there is a stand of timber in our national parks we want our children and their children to see some of these. One of the greatest thrills I have ever had was looking at these huge trees and they will go on for another thousand years. Now, we do not want these trees taken out because at this time they are best for making lumber and a hundred years from now they may not be best. They are still there and preserved. I would just like your comments on that.

Mr. CROSSLEY: I do not want to be too long because I may get very involved. I am, of course, very much interested in this subject. The first point I would like to make is that the redwood tree, never dies—it has to be killed—so it goes on and on and on. The Douglas fir is somewhat in the same classification. Not as much but much longer—400, 500 or 600 years. Sometimes up to 900 years. Our timber here in the national parks and in the mountain parks; lodgepole pine, white spruce, alpine fir and Engelmann spruce, matures at 100—150 years and is decadent at 200 years—it is starting to break up. This is the kind of timber we are talking about. So allowing this old growth timber which you are talking about—these big trees which stay—is a focal point for inspection for the rest of our stands. There is no reason why we cannot under certain site conditions leave some of these big stands rather well-groomed and tended and watched very carefully for our children to see some big trees. Generally speaking we must not let this timber grow old because it will break up very fast—much faster than your redwoods or your Douglas firs.

The CHAIRMAN: Please make your question brief.

Mr. TUCKER: Does Dr. Crossley suggest or mean that this axe should be used in a commercial way or under the supervision of our parks superintendents?

Mr. CROSSLEY: I am glad you asked that question again. I mentioned it this morning but it bears repeating. Commercial interests should not be coveting your timber at all. This should be handled by your parks' personnel. I do not doubt that some industrial concerns using timber on your quarters would buy your timber if you wanted to sell it at competitive prices. As I mentioned this morning I come from Hinton east of here where we are using timber. We do not want your timber because we have lots of our own. If you can sell it to us cheaper than we can produce it we will buy it to help you to pay the cost of some

of your operations but we do not mean you to be competitive. We are not interested in your timber. I am here as a professional forester to warn you you must do something with it. That is all.

An hon. MEMBER: You are saying something should be done under the supervision of the parks' superintendents.

Mr. CROSSLEY: Definitely.

The CHAIRMAN: I wish to thank you very much indeed for appearing here as a witness.

As we only have about eight minutes left the last witness I am going to ask to appear is Mr. Macaulay of the University of Alberta who made a presentation here this morning. I would appreciate if he would come forward. He is not here?

Now, I had promised Mr. Sandy Scott who filed a brief on pollution and conservation and Robert Craig for the Jasper Sky Tram Limited—I presume this is a transportation company—that we would, time permitting, give them a hearing. Their briefs are included in the green folder which was presented by the Jasper Chamber of Commerce. There is no time to allow them to make their presentations and I regret this very much. However, I want to bring this matter to the attention of the members of the Committee to take their brief into consideration when considering a final report for the House of Commons.

Mr. BASFORD: (Question not recorded)

The CHAIRMAN: Mr. Bishop has spoken for the Chamber of Commerce. He is representing both the Chamber of Commerce and the Motel Association.

Mr. BASFORD: Yes, but not the Edmonton Chamber of Commerce.

The CHAIRMAN: The Edmonton Chamber of Commerce, sir. The first representative who appeared this morning delegated the authority to Mr. Bishop to represent him on both briefs.

Mr. BASFORD: Well, then, I will ask Mr. Bishop my questions privately.

The CHAIRMAN: Gentlemen, it is now four minutes before the hour of adjournment. As I was saying, we were here in this beautiful village and we would like to stay longer if possible. We have been very well received by the people of Jasper. Unfortunately, time does not allow us to hear more from the good people—the residents of this community—a beautiful community. I want to assure them that their views will receive proper consideration by the Committee and that all the submissions will be evaluated including those who have not been able to present it orally, and as soon as possible. I am sure that the voluminous suggestions contained in these submissions which we have absorbed here and in Banff during the last four days will require several committee meetings in order to prepare the report for presentation to Parliament.

I should like to express the appreciation of the Committee to the school board for the use of these excellent facilities here and all those who have made our work a pleasant experience in Jasper. We are also grateful to those who appeared before us as witnesses in giving us the benefit of their views and I

congratulate them on their very, very fine response. I want to thank you one and all and I wish also to congratulate the audience for their consideration and for being with us today.

I made the announcement in Banff and I repeat it here now to the members to be sure and prepare individual briefs for the Committee to consider when we meet. In other words, that we may be able from all the views of—the members of the Committee I am speaking about—that we can formulate and finally present a report to parliament.

Again I want to express the appreciation to all here for their forbearance and my own personal thanks for being very generous in their handling of the questions and also for being present and always on time. We might have had trouble with quorums but they have always been here on time. I want to thank you one and all. Tomorrow morning we will have a view of the local community. We hope that the sun will be shining and the weather will be very good indeed so that we will be able to appreciate it. When we go back we will have a better appreciation of Jasper I am sure as we have of Banff. We will carry back to Ottawa very fond and pleasant memories of this visit by the Committee. I want to thank you.

(5.29 p.m.)



OFFICIAL REPORT OF MINUTES  
OF  
PROCEEDINGS AND EVIDENCE

This edition contains the English deliberations and/or a translation into English of the French.

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LÉON-J. RAYMOND,  
*The Clerk of the House.*

HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966-67

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STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 21

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THURSDAY, JANUARY 19, 1967

THURSDAY, JANUARY 26, 1967

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National Parks and Historic Parks and Sites.  
Northern Development.

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WITNESS:

Mr. B. G. Sivertz, former Commissioner of the Northwest Territories.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:*

and

Mr. Barnett,	Mr. Horner ( <i>Jasper-</i>	Mr. Mather,
Mr. Chatwood,	<i>Edson</i> ),	<sup>1</sup> Mr. McWilliam,
Mr. Crossman,	Mr. Kindt,	Mr. Neveu,
Mr. Dinsdale,	Mr. Lambert,	Mr. Nixon,
Mr. Duquet,	Mr. Laprise,	Mr. Roxburgh,
Mr. Gundlock,	Mr. LeBlanc	Mr. Simpson,
<sup>1</sup> Mr. Habel,	( <i>Rimouski</i> ),	Mr. Tucker,
Mr. Haidasz,	Mr. Lind,	Mr. Watson ( <i>Assiniboia</i> ),
		Mr. Woolliams—(24).

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Messrs. Basford and Watson (*Châteauguay-Huntingdon-Laprairie*), on January 25, 1967.

ORDER OF REFERENCE

WEDNESDAY, January 25, 1967.

*Ordered*—That the names of Messrs. McWilliam and Habel be substituted or those of Messrs. Basford and Watson (*Châteauguay-Huntingdon-Laprairie*) in the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*





## MINUTES OF PROCEEDINGS

THURSDAY, January 19, 1967.

(30)

The Standing Committee on Northern Affairs and National Resources met *in camera* this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Crossman, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, Mather, Neveu, Watson (*Assiniboia*), Woolliams—(18).

The Chairman presented the Sixth Report of the Subcommittee on Agenda and Procedure, as follows:

Your subcommittee met on Thursday, January 12, 1967 on the matter of national parks, and recommends the following:

- (a) that Mr. Don Hummel be invited to appear before the committee at his own expense, he having requested to be heard; Mr. Hummel resides in Washington, D.C., he has an interest in the Prince of Wales Hotel in Waterton Lakes National Park, Canada, and he was Chairman of the Conference of National Parks Concessioners in the United States;
- (b) that Mr. J. A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development, be invited to brief the Committee on the major issues in national parks policy as raised by briefs heard by the Committee on its visit to Alberta; that he be requested to include in the briefing, comments on: local autonomy; communication between people in the parks and the Department; zoning for balancing varied interests; perpetual leases, how many persons no longer have them, how many persons still have them; renewals of commercial leases; personal hardships;
- (c) that the Committee approve the draft interim report to the House, copies of which you have received; you will note that this interim report lists: where the Committee visited, those who were heard and their organizations, the briefs received in Ottawa subsequent to the visit, and states that another report will be made to the House after obtaining further information.

With reference to sub-paragraph (c) of the Subcommittee's report,

On motion of Mr. Gundlock, seconded by Mr. Lind,

*Resolved*,—That the draft report be adopted without amendment and that the Chairman present it to the House as the Committee's Fourth Report.

Following a brief discussion,

*Agreed*,—That Mr. Hummel be invited to appear before the Committee as recommended in sub-paragraph (a) of the Subcommittee's report.

After considerable discussion,

On motion of Mr. Tucker, seconded by Mr. Gundlock,

*Resolved*,—That Mr. MacDonald be invited to appear before the Committee as recommended in sub-paragraph (b) of the Subcommittee's report.

On motion of Mr. Woolliams, seconded by Mr. Horner (*Jasper-Edson*),

*Resolved*,—That Mr. G. H. Steer, Q.C., representing the Chambers of Commerce of Banff-Lake Louise, Jasper Park and Waterton Lakes, be invited to be present, at his own expense, when Mr. MacDonald appears before the Committee.

On motion of Mr. Dinsdale, seconded by Mr. Barnett,

*Resolved*,—That Mr. Ben Sivertz, former Commissioner of the Northwest Territories, be invited to appear before the Committee as may or may not be convenient for him.

At 10.38 a.m., the Committee adjourned to the call of the Chair.

THURSDAY, January 26, 1967.

(31)

The Standing Committee on Northern Affairs and National Resources met this day at 9.50 a.m., the Chairman, Mr. Badanai, presiding.

*Members present*: Messrs. Badanai, Barnett, Chatwood, Crossman, Duquet, Haidasz, Kindt, Lambert, Laprise, LeBlanc (*Rimouski*), Lind, McWilliam, Neveu, Nixon, Roxburgh, Tucker, Watson (*Assiniboia*)—(17).

*In attendance*: Mr. B. G. Sivertz, former Commissioner of the Northwest Territories.

On motion of Mr. Chatwood, seconded by Mr. Kindt,

*Resolved*,—That the evidence heard by the Committee in Banff and Jasper, November 30, 1966 to December 3, 1966 inclusive, and recorded by electronic apparatus other than that of the House of Commons, be transcribed and printed as soon as possible for the use of the Committee and that the use of such sound equipment and resultant tapes be not taken as establishing a precedent for the other Committees of the House of Commons.

Mr. Sivertz gave an opening statement on the matter of northern development, referring to: problems of northern Canada and its future; the history of Canadian development; the situation in Alaska, in Greenland and in the north of the Soviet Union; recommendations of the Advisory Commission on the Development of Government in the Northwest Territories ("The Carrothers Commission").

Mr. Sivertz was questioned.

The questioning of Mr. Sivertz having been completed, the Chairman thanked him for his attendance.

At 11.14 a.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, January 26, 1967.

The CHAIRMAN: Order, please. I see a quorum. Before proceeding to hear Mr. Sivertz, I will ask for a motion, which is necessary in order to authorize the use of the department's sound equipment in Banff and Jasper, sound equipment other than that of the House of Commons, and to authorize the use of the resultant tapes for producing the Committee's printed proceedings which is now being done, there having been no suitable equipment available from the House of Commons at that time. I have been asked to have this motion passed in order to authorize the proceedings.

The motion reads as follows:

That the evidence heard by the Committee in Banff and Jasper, November 30, 1966 to December 3, 1966 inclusive, and recorded by electronic apparatus other than that of the House of Commons, be transcribed and printed as soon as possible for the use of the Committee, and that the use of sound equipment and resultant tapes be not taken as establishing a precedent for other committees of the House of Commons.

Now, gentlemen, you have heard what I have said about the motion. Will someone move this motion?

Mr. CHATWOOD: I move the motion as read.

Mr. KINDT: I second the motion.

Motion agreed to.

The CHAIRMAN: On the matter of northern development, as you will recall, at the last meeting a motion was passed asking Mr. Ben Sivertz, the recently retired Commissioner of the Northwest Territories, to appear before the Committee as a witness. I am very pleased to welcome Mr. Sivertz on behalf of the Committee. I also wish to recognise the presence of Mrs. Sivertz here with us and also of Dr. Jenness. Mr. Sivertz, perhaps you wish to make a statement or say a few words before being questioned?

Mr. B. G. SIVERTZ (*former Commissioner of the Northwest Territories*): Thank you, Mr. Chairman. I felt it was an honour to receive your invitation to appear before the Committee. I have been news in the public press in recent weeks and it was not my intention to project myself and my views into the public forum in this way. I regret that that occurred. I believe it a matter of principle with me that trial of public issues, whether those that should be handled in a court of law or whether intergovernmental, usually are best conducted in the negotiation and discussion forums that are framed for the purpose rather than in the public forum. I am not a believer in trial by newspaper.

The spate of publicity on this subject has occurred and I think the important thing is not to review any elements of differences or frictions that might be implicit in what I have been reported as saying but rather what is to be done; where do we go from here; what does the future hold; how can we tackle constructively the problems which are very real problems of northern development?

The differences I have had with the department are at the surface and above the surface and in the view of the public because of the publication of my private letter. They are evidence of dialogue—which is the popular word—discussion, differences I have had during all of the years I was Commissioner and the reasons here are of, perhaps, some interest to legislators.

A department is a corporation; it is a corporate entity. It has a continuing function. It consists of individuals; individuals whose points of view vary over the entire spectrum. It, nevertheless, does have a continuing character to it in the same sense that a corporation in the business world does and it, therefore, tends rather to be defensive and when there are changes proposed, they are often not easy to effect, in the rather slow turning machinery of a large government organization.

It is almost axiomatic to say that you cannot expect swift action from governments. My retort is, "why not"? I think the public wants swift action; I think the public wants and needs, indeed, and the nation needs, decisiveness and movement along the lines that the situations, as they change, demand. It is almost axiomatic to say that a royal commission is a device of government to put away into temporary storage a problem with which they do not want to deal. It is almost axiomatic to say that the recommendations of a royal commission have lots of shelves on which they can repose indefinitely.

The commission that was set up by the Hon. Arthur Laing to study the development of government in the Northwest Territories was a wonderfully well chosen commission. It was given excellent terms of reference. It was asked to conduct its studies within the period of a year and report swiftly. It was suggested to the commission that the kind of thing that had been done by Denmark in examining Greenland and its problems in 1948 was the pattern that could be used with profit in Canada. That royal commission that was asked to study and report within a year did so. It recommended basic changes in that vast land of Greenland with its 30,000 people, then—grown now to over 40,000—the property of that small nation of Denmark of only 4 million people, which put forth tremendous efforts and tremendous expenditures from their tight budgets on behalf of their Arctic land and the people who live in it.

The royal commission advised changing the status of Greenland from a tightly closed truly colonial area to an integral part of the Danish realm, with all the tremendous number of administrative and conceptual changes and financial changes that were entailed. The parliament of Denmark enacted the necessary legislation at once, after reaching the conclusion that they would adopt the report, and changes were under way within a year. So successful have they felt this to be that they have had not one but two re-examinations in order to determine the course that should be followed for the future and to have this done by a non-governmental agency, an outside agency, which is the great virtue of a royal commission.

The Chairman was kind enough to mention the attendance of Dr. Diamond Jenness here. The things that I have said derive in part from the studies that he has made of the management of Arctic lands of the United States in Alaska, of Denmark in Greenland, and of Canada in her Northwest Territories and Yukon. They are supplemented by my own observations during visits to Greenland and to Denmark.

The vigour with which these things are going forward in other countries should be matched by Canada and we should not lag, I think. The Hon. Arthur Laing has visited the Soviet Union and has told us of the very real events that are taking place in the Arctic lands of that vast country, and the very real progress made there in educating hitherto primitive people to take their places in the industrial, scholarly, administrative and governmental activities of the land. Can these things be done in Canada? I say the answer is, of course, yes. I am not among those who think that Canada has been lagging unduly. When the Right hon. Louis St. Laurent spoke in the House of Commons in 1953, in introducing a bill to change the name of the department making northern development a feature of the name of the department, he said that Canada has administered these vast lands of the north in a continuing state of absence of mind. I think that this perhaps has an unfair implication. After 1870, Canada was very busy putting straps across this land, communications and other things, and this continued until after the turn of the century.

First of all, nobody was absent minded about the north in 1898, when the Yukon was cut out of the Northwest Territories and made into a territory by itself. In 1905, real steps were taken by cutting out the lands that are now Alberta and Saskatchewan and setting them up as provinces. Alberta had 80 per cent of her revenues from federal sources in the first years she was set up as a province. She had no easy time in getting under way after 1905.

The remainder of the Northwest Territories was not carried forward, or worked upon, and it could not be. Canada was engaged in the first great war. She had no sooner recovered from that when she sank into the depths of that dreadful depression. Nobody could do anything in the second great war. It put an hiatus upon any development, northern or otherwise. After the second great war there has been real progress made; the first thing that was required for any northern development, especially in the economic sense, but in the educational, too, and the developmental, was that the airplane had to be invented and brought to a standard of usefulness that it could travel through the north and that did not exist until after the war. Before the war airplanes were flimsy little crates and you took a real chance if you used them.

The maps did not exist until aerial photography made them possible and Canada knew what lands she had and what rivers and what lakes were in the Northwest Territories right up to the polar ocean. They did not exist before. It was 1948-49-50 before they were compiled. What has happened since then has been very, very great progress in the Northwest Territories of Canada. I would say we are ten years behind the Americans in Alaska. I would say we were more than that behind the Danes in Greenland and I would say we were still more behind the Russians with their Siberian development.

Canada could be right out in front as an expert in northern operations and she is becoming so, too. Could things have been carried forward faster with



profit? I am among those who do not believe that that is the case. I think that Canada has done very creditably. I think the northland is now at a stage where she can take a real big step forward and that this is blueprinted in fact by the Carrothers Report which I happen to favour in almost every particular. It is, of course, a decision for the government to make, whether they adopt it or not.

I suppose my principal point is that decisions are wonderful things and I think they should be made as soon as the evidence is in. Therefore, I did express impatience on the score of making decisions on the implementation of the Carrothers Report. I did this, however, as I wish to reiterate again, in a private letter and did not intend it to be entered in the public forum. Now, that it has become so, I still say the thing to do is not to thresh old straw of the past, and I have no intention of uttering criticisms of persons or individuals with whom I might have had differences. Differences of opinion are often, and usually, almost always, honestly held and they might be wrong, including my opinions. They might be impossible to accept for other reasons. Nevertheless they should have their exposure and their working back and forth and decisions should be reached upon them. After decisions, then action should take place.

I thank you very much, Mr. Badanai, for inviting me to make a statement. I wanted to explain to the Committee my general attitude on the matter of statements in the public press.

The CHAIRMAN: Since we have this room only until eleven o'clock, it is up to you gentlemen to ask questions. I see Mr. Roxburgh.

Mr. ROXBURGH: Mr. Sivertz, first of all, I just want to congratulate you on your forward way of expressing yourself. As far as I am concerned it is certainly satisfactory, and it is nice to hear a person come and express himself in that way.

This is a rather general question; I realize, but you have had a vast experience in the north and with the problems of the northern development. Could you put in concise form. What are the first three most important problems for northern development that the government and the department should, say, move quickly on? There are a number of necessary things to be done, I quite realize that, and each one is important but there are some that are more important than others. If you had charge and were starting off what is the first project that you would begin?

Mr. SIVERTZ: Bringing clarity to the management of the affairs of the people of the north. By and large, the jurisdiction of provinces in Canada is with the human matters: education, health and municipal affairs and local government, social welfare, professional development and labour legislation, and the management of liquor, of prisons and the administration of justice at a certain level.

In the past this has been a dichotomy as between federal and territorial. The territorial government is a quasi-provincial government and to it has been assigned the task of making laws in these various jurisdictional areas appropriate to a province or a quasi-province which a territory is.

The management of services rendered to the people has been the responsibility of the territorial government, except for the Indian people and the Eskimo people who form the majority of the residents of the Northwest Territories and this has been reserved to the federal government. I am one of those strong

believers that, as the Americans often remind us in connection with their Negro problems, separate but equal is not equal. If you have the business of Indians in Canada managed by a separate agency from the agency that manages the affairs of other people who live as their neighbours, then you are saying, in effect, these people are so different and their problems are so different that they are not really part of the human race. They have to be handled by a different agency with different principles. This, I think, is all wrong. Even very, very minor things assume tremendous importance. As in the past, I am not talking about things now, cheques for family allowances to every mother who is white but if she is an Eskimo you give her a grocery list that the mounted policeman makes out. She knows all about this. What does it say to her? It says, "you are not competent". It says that to her children and if a person has that ground into them, day in and day out, continually, in such minor administrative matters as the handling of family allowances, the registration of births of babies, "you are different, and moreover, you are not competent", you are defeating your activities of trying to make assets in the economic and human sense out of people who are liabilities in the economic sense at least. I say, therefore, that the first thing to do is to transfer to the territorial government the kind of activity that is now carried on by the two governments, federal and territorial and bring clarity to this so that all people in the Northwest Territories know that they look to the territorial government for the solution of their problems in these various areas whatever it is, and I have already mentioned, them. Of course, they are known to you better than to me.

MR. KINDT: I have a supplementary question. Your thinking then is that the best job can be done when you get the decisions down close to the people.

MR. SIVERTZ: That is right.

MR. LAMBERT: This raises a very interesting point, Mr. Sivertz. In dealing with the Indian and Eskimo you propose procedures in the Northwest Territories which are much more advanced than do exist in the rest of Canada with regard to Indians. In other words, you are suggesting, frankly, that the administration of Indian and Eskimo affairs should be entirely in the hands of the territorial government. Now, earlier this week I sat in on a panel with Senator Gladstone, and this particular point was raised. It is my impression that many of the Indian population in the remaining part of Canada, do not, as yet, want that; they do not want that yet. In some ways, they prefer in their working to have, shall we say, a certain amount of self-determination among their own; but they are not prepared to go with the provincial administrations. What would be the result of accepting in total your proposition with regard to the Northwest Territories, but with certain reservations for the rest of Canada?

MR. SIVERTZ: A lead could be given by demonstrating in the Northwest Territories the effectiveness of this procedure. The demonstration of it is already, to a considerable extent, in evidence. The management of schooling for Indians in the Northwest Territories was taken over by the territorial through its school administration that is—forgive me for using a word that implies criticism—a tangled relationship in the school administration. The schooling is actually managed; buildings are built, and teachers are paid by the federal government. The territorial government pays the federal government for educating children

which are a territorial responsibility; and the whole thing is done under territorial law. It is a very tangled skein; it needs clarifying and straightening so that the people who work in it understand it, and the people whom it serves understand it, and they do not now.

The education of Indians, of Eskimos, and of whites in the Northwest Territories has been all together in the same schools in all the communities, and at the high school levels in the residences. The beneficial effects of this can be seen now. I say that if the things I outlined just now were put into effect in the Northwest Territories, it would be in advance of what is done in the provinces. Justification for this is that (1) the proportions of a problem make it different. In the Northwest Territories the proportions of Indians and Eskimos in the population are far, far different—greater—than in any province. Therefore, it is urgent in the Northwest Territories that this problem be faced and solved; whereas most provinces do not feel any urgency in this matter at all.

The Indian population is a comparatively small element in most provinces. I know that many provinces are deeply concerned about the welfare of their Indians. I do not know of a single province that really thinks of the Indian people inside its borders, as, "our Indians". When they talk to the federal government, they always say "they are yours"; instead of saying "these are people who live in our province, and their welfare is our concern equally with other human beings". Notwithstanding any legislation that was passed many years ago making them, to a certain extent, wards of the federal government, they are, nevertheless, residents of our province and we are vitally concerned in their welfare. This is, in fact, the attitude of the collected members of the Council of the Northwest Territories who have Indians in their constituencies, to the majority in most places, and who feel: "These are my constituents and I am speaking for them". I, as commissioner presiding at the sessions, have got virtually nowhere in saying to them "this is a federal matter".

Mr. LAMBERT: Of course, there are several differences, I think, which may explain this. First of all, the non-existence of reservations, or Indian reserves, in the north establishes a great difference. Secondly, the Indian and Eskimo in the north has had the right to vote pretty well all along the way.

Mr. SIVERTZ: That is right.

Mr. LAMBERT: In some of the provinces, Indians have not yet got to vote; I believe in Alberta last year perhaps was the first year in which they acquired the right to vote. I cannot agree with you when you say the provinces are saying "These are our people", if they deny them the right to vote—those who are reserve Indians. There is an absolute conflict in philosophy there. You say there are people whom we will not allow to vote. This is where, I think, you get a fundamental difference in attitude between the Northwest Territories and the provinces. I was among those who tried to persuade Indians to vote in 1961 and 1962. Those on reservations, when they got the right to vote, retired within a ghetto, or adopted almost a turtle-like attitude, because they felt that what they had was their protection. Since they had this, they did not want to go and deal with the provinces who were an unknown. This may be dispelled now. I now



come to my question—I hope it is my last one on this—concerning the timetable, and this is important. Do you see foresee that as of tomorrow, five years, or 10 years?

Mr. SIVERTZ: I see that as immediately. I said I have two points to make. The other point is that the Indians of the Northwest Territories are, by all the evidence that I have come to know, not only ready for this, but they are asking for it: "Let us be served by the territorial government, not by the federal government, in the same way as our neighbours are."

Mr. LAMBERT: Let us make the mistakes, if we are to have mistakes; let us make the mistakes ourselves, if we are going to make mistakes.

Mr. SIVERTZ: Yes, sir, this is right.

Mr. BARNETT: Mr. Chairman, perhaps I might be allowed to say, first, that I think anyone who had the opportunity of hearing Mr. Sivertz in Inuvik—as many of us here did—expected the opening remarks he made today would be in the tone and spirit in which they were made. In fact, if I may say so, the newspaper reports I read, to which he made reference, really did not tell me anything new that had not been implicit in the address he gave us at the dinner in Inuvik. I was very glad to see, in answer to the first question, that he placed the emphasis on people. In view of the remarks in the discussion with Mr. Lambert, I would like to say—as someone who has some 5,000 Indian people in his constituency—that my Indian people are asking for, and, in fact, demanding the sort of local responsibility, and acceptance by the provincial authorities in the way he suggests that the Indian people of the Northwest Territories are. I agree with him that the province has not quite caught up, as yet, with the Indian people themselves. Having said that, I recognize that there are differences of viewpoint among Indians in different regions of Canada, such as Mr. Lambert mentioned.

My question arising out of this to Mr. Sivertz is really twofold. First, can he offer to the Committee any suggestions on how we can do more than is being done to assist the Indian and Eskimo people to move into a position where they can better look after their own affairs, and make possibly fewer mistakes? Second, what can we do, in the federal parliament, to create a climate and an atmosphere which will stimulate more of the non-Indian population to look to the north for a place where they can build a permanent future? The latter part of my question is based on some of the comments and remarks we heard when we were in the north, about "tourists".

Mr. SIVERTZ: Well, earlier, Mr. Roxburgh pointed out that it is necessary to go forward on all fronts, and he asked me which I thought was the first. It is really wrong to put anything first: that is, to put any one of the things which are essential first. It is essential to think about the economic development of the north, the development of the Indian and Eskimo people who have hitherto been living on the game resources of the land, without schooling, without books, and with only primitive social and recreational arrangements, and with health conditions that are very, very poor. The development point, which we have now reached, is one where we have large numbers of young men and young women coming out of the schools ready for a vocation, other than the vocation of hunter and trapper which the land cannot supply to them indefinitely, as their popula-



tion increases and the game tends to decrease. They do need wage employment; they do need an opportunity to enter professions. In the exercise of meeting these needs I suppose it is absolutely inevitable—I believe it is—that they move; all other Canadians find it necessary to move. You can tackle a man that you happen to meet on the street in any city in Canada, and the chances are about 50-50 he was not born there. He moves in search of a location and a vocation appropriate to his personality, his education, and his qualifications.

As industry develops in the north, it is going to require very high levels of technological arrangements. Any industry that is going to be competitive has to be mechanized and automated to the maximum today, and this is just all the more so in a remote place. This means specially highly trained personnel. The jobs for uneducated people are decreasing in number at an astonishing rate all through the country; this is going to be the more so in the north. I see no alternative, at all, but for the Eskimo and Indian people, who do not like to see their sons and daughters leave their homes any more than the people of the farms of Saskatchewan like to see their sons and daughters leave their homes, to accept that; they are going to have to see that happen. These youngsters will, however, feel strong pulls toward the north after they leave for education and for training and they will return there in considerable numbers for a generation or two. But by and large they will form part of the general population of Canada in much the same way as the Chinese and Japanese, who were at one time concentrated on the Pacific Coast, are now to be found in every city and town in Canada—without any benefit of any Indian Act either.

I see the need to think about the economic development of the north and I think this is a little ahead of its time. We are still in a phase of heavy investment by federal authority for exploration and development, but statistically it is absolutely out of the question to think of the northland as anything but vast in value.

I often hear Canadians saying: "Is it really feasible to get any wealth out of the northland." You go and talk to anyone in Europe, talk to any Japanese and he will think you are insane if you doubt that. He will say: "Land has wealth; there is mineral; give us an area of land that is large and it has mineral wealth in it period." In the Northwest Territories we have nearly three times as much of the pre-Cambrian rock as Ontario has. Ontario takes out \$1.4 billion every year out of her pre-Cambrian rocks in bright, shiny metal wealth. We have three times that. Is there any imaginable reason to suppose that we cannot take out that much—three times as much as is coming out of Ontario today, when we finish doing the prospecting and mine finding, throughout these lands?

When you are dealing with large areas, as with large populations, you make predictions which are much more reliable than any predetermined or actual finding conditions, just as a life insurance company can give you statistical predictions as to how many people will die at any given age. Over a large population you can say definitely that with so many cubic miles of sedimentary geological formations, you have oil and gas and you have it in predictable quantities, if your sample is large. Our sample in the Northwest Territories is about the largest in the world. We have oil and gas up there and we have lots of it and we will find it. This will pay off in the future very very handsomely. It is really a separate question it seems to me. People ask me why we do not delay the

education development of Eskimo and Indian people until there are jobs for them in the north. You cannot do it; you cannot put them on ice, not people.

The CHAIRMAN: Mr. Lind, you are next.

Mr. LIND: Mr. Sivertz, I enjoyed your talk at Inuvik and I have enjoyed your resumé here today. One thing that concerns me about Inuvik and Fort Smith in particular was more or less the exclusion of the Indian problem from our discussion by our departmental employees. Especially at Inuvik we heard a great deal of the problems of the establishment; but although I looked at a sign or a cairn out in front where the three races met we heard very little of the Indian problem and the Eskimo problem. Then, when we got to Fort Smith, we had a public meeting from which the Indians were practically excluded and I think we were going to hear again a lot about the problem of the establishment, but it developed in a little different way. We went from there to Yellowknife and I understand that there is an Indian reserve at Fort Rae, and I do not know why but I would have very much liked to visit Fort Rae. Can you enlighten us any on our public relations, or our relationship, as a government, to the civil servants and to the Indian and the Eskimo. What I mean is: Are we getting down from the government level to the establishment level. Is the establishment level reaching out to the Indian and the Eskimo level, or are we getting bogged down between the government and the establishment?

The CHAIRMAN: That is a complicated question.

Mr. SIVERTZ: I will have to give a generalized answer, I am afraid. I feel that you are suggesting that we have—when I say “we” I mean Canadians in general and the federal government in particular—not come to grips with this question in the Northwest Territories, I refer to the term I favour, namely, building a community that embraces all people. I must say the answer is “yes”; we have not. I have said that a department in the federal government tends to have a corporate personality.

The various departments of government that function in the north tend to use the principles, the corporate image, the personality that they have throughout Canada and use it in the north as well, notwithstanding that this may not accord with the objectives of another department and here I am turning away from the territorial government, because the territorial government has really been an adjunct in past years of the Department of Northern Affairs. It has been indistinguishable to the people of the Northwest Territories and they have not really turned out even to vote for the elected members in satisfactory numbers. In the next election, you will see this vastly changed. I worked at this during the years I was commissioner and it has changed. But the Department of Northern Affairs, throughout the years, has had the task of the schools, health matters and so on, because they are the civil servants of the government of the Northwest Territories. They have managed these things, but they have never found means to require from other departments of the federal government that they co-operate in these objectives. I am afraid I may have spoken to the Committee in Inuvik on this point that I have just mentioned. I said “co-operate”, and that is such a wonderfully generalized word. I really must give you examples, and that gets into particularizations that I thought I would stay away from, but I cannot.

There is a thing that is more of an obstacle to the objectives that you speak of than any other single thing and that is the operation of the crown owned housing regulations, made by the Treasury Board of Canada at the insistence of the various departments who have occasion to provide houses for their employees. There is National Defence, to a very large extent, at remote places; the Department of Transport who must provide houses for lighthouse keepers and there are many others, of course.

The crown owned housing regulations are applied to all federal departments, including Northern Affairs and notwithstanding that they are real obstacles to the development of a corps, a cadre of northern government employees and workers, they remain in effect year after year, notwithstanding the fact that Northern Affairs has been saying repeatedly and repeatedly to the other departments: "These are not suitable for our purposes, in fact they block us." Let me tell you why. The crown owned house is rented to the employee at a subsidized rent which includes the cost of his fuel oil, his electric power and his water. It is provided with furniture, bought by purchasing agents, and when the employee is engaged in southern Canada, he is given his instructions on the matter of housing. And what is said by all of these instructions, translating the financial benefits and the other matters into words, is roughly this: "Here are airplane tickets; you take your wife and your children with you and your suitcases and you go to this northern place where you are to live and work and you leave all your furniture in storage in this city of Ottawa, or Vancouver, or wherever we are talking about for the duration of your employment in the north, whether it is one year or whether it is 20 years. You live in a house that we designate and that we furnish and that, we paint. You burn all the oil you wish, it does not matter to your revenue, your income, and you burn all the electric power that you wish." This absolutely and effectively conveys to the employees that we do not want the employee to be a resident of that community, to put roots down there, but to be a camper. Does the federal government really want that? The answer is "no" and the Department of Northern Affairs does not want that either. The regulations that have been in effect all these years do say that. Therefore, the neighbours say to the federal employee: "You are not one of us; do not talk to us about whether the snow ploughing has been done well or whether sidewalks should be laid on this roadway, you will not have to pay for it." His neighbours say that they do not like civil servants and the reason is simply that they have all their windows open at 40 below zero, since the cost of the oil does not matter to them. Of course, this is ridiculous. This is not true; people do manage their affairs really well, but this is the kind of thing from which good community relations are built or bad community relations develop.

Mr. ROXBURGH: Could I ask a supplementary at this time?

Mr. SIVERTZ: Let me just say one other thing. The family that finds it possible to live with a set of furniture bought by other people, in rooms that are painted by other people, stands that usually for not more than three, four or five years. After that husband and wife get saying to each other: "Why are we here?" They then leave.

I have put into effect very, very simple changes for the employees of the territorial government, and that is that the same amount of money that it costs



to supply the oil and the electric power and the house itself, be conveyed to the employee in cash and then he is free to rent that crown owned house, if he wishes without losing money, or to buy or build a house of his own, or to live in a trailer, if that is his wish.

So strong is the need for people to have around themselves the things that belong to their domestic establishment that many employees of the Department of Northern Affairs at the present time forgo \$100 to \$150, or \$200 a month, in financial benefits, in order that they might live in a house that they have bought themselves and into the walls of which they can drive nails at their choice; and into which they can invite a person to live, or build an apartment in the basement, and have another family live there, and draw revenue. You cannot do that in a crown owned house. They do this because they want to. We have made this change. It is hailed by all of the people that we have spoken to as the greatest single measure to build community in the north.

Mr. ROXBURGH: I think you have pretty well answered what I was going to ask, Mr. Sivertz, except what Mr. Lind brought up and it was very noticeable. In Frobisher Bay, for example, the council is made up of Eskimos and whites with the majority Eskimos, because there is a majority of Eskimos there. They did not even have an Indian on the council in Fort Smith until it was brought to their attention by one of our members. The attitude of the people toward the Indians and Eskimos in Inuvik was entirely different from that in Frobisher Bay. I feel that you have answered partly but there did not seem to be that togetherness, to use an ordinary word, in those communities. Why? Why should it be different in Frobisher from those other communities. They seemed to be so far apart it was really quite discouraging to some of us and, it was quite appalling, especially where they did not even have a representative on the group that met us. We went up there to talk to the Indians and all people but, mainly to the Indians and the Eskimos, to get their ideas of what they thought and here we did not even see one on the council. Why? I can understand the situation and I think you have hit a problem and a solution, as far as it goes, whether our department goes for it or not. There is certainly something in what you just said but I would like to know why the situation in Inuvik and Fort Smith is, shall we say different from Frobisher Bay.

Mr. SIVERTZ: These things have a way of maturing and developing. Since you were at Inuvik, and that is only six months ago, quite real advances have taken place. They were already under way when you were there. They are in response to the ferment brought in by a few people, a few of the white people. They are also, however, in response, to no small degree, to the increase in competence to make themselves felt in community affairs by some of the Indians and Eskimos. They have an increasing understanding of how you deal with these white men and how you deal with each other in an urban or small urban relationship.

I have great encouragement concerning the town of Inuvik. To quote one of my friends who lives there: "This is the most exciting place in a social sense in the North American continent". This is a town created out of nothing, put together by disparate parts that knew nothing about how to come together at least ten years ago when it started. Now at the end of ten years this community has petitioned to become a village.



I think even five years ago people would have said this is never going to happen. Well, in fact, many people did tell me, "Inuvik is simply a lost aggregation of lost souls". They have, however, put themselves together as a community in its beginnings, at least. But do not underestimate the importance of such things as I have described in the crown owned housing regulations, and add to it one more factor: a cadre of northern employees employed by the government of the Northwest Territories to be school teachers, or to be administrators, or to be mechanics, and not employed by a federal government who, if pressed hard enough, will appoint them to some other place. The government of the Northwest Territories as new employer of these people, which they will be if the Carrothers Report is implemented, will engage people to work in the Northwest Territories, that being the understanding from the time the man made his application. He is going to work in the Northwest Territories and nowhere else at all as far as that employment is concerned. This is not the case with 800 employees of the Department of Northern Affairs in the MacKenzie District now.

They can apply for a transfer to Ottawa and a great number of them do. The several hundred employees of the Department of Transport can and do apply, and whether they apply or not, they will find themselves transferred from there to some airport or communication centre somewhere else in Canada. They do think of themselves as temporarily employed in the Northwest Territories.

I have had it said to me, "you will have a lot of trouble getting people to go and live and work permanently in the Northwest Territories." That has not been my experience. Every time we put out an advertisement we get lots of applications from people who do address themselves to the proposition of going, complete with family, and living for the indefinite future in the context of the Northwest Territories government service, in a Northwest Territories community.

This is why I say decisions are wonderful things. If people make decisions and get them firm in their minds and say, "this is our home," it does things to them that they cannot possibly have done to them or their friends and families, if they have it open to them that if we do not like the boss that has recently come here, we cannot get along with that fellow, so I will ask for a transfer.

Mr. BARNETT: Just another point, I noted that Inuvik recently was advertising, I think it was in Inuvik, for a town clerk or town administrator. Did they get one?

Mr. SIVERTZ: I just noticed in the Inuvik paper only yesterday that they had seventeen applications. This is the clerk of the village of Inuvik to come into existence on the 1st of April.

Mr. CHATWOOD: I will try to keep my question short and part of it has already been answered. I was going to ask Mr. Sivertz to comment on the fact of the north being a good place to live, which to me, it would seem to be. That is already answered.

I would now like to ask Mr. Sivertz another question regarding industry going into the north. Sometimes we tend to think of the north as being a

far-away place with extremes of temperature, and so on. In one particular part of my riding the equipment operates around 24 hours a day and the temperature might go to 30 or 40 or more below. The equipment is designed to take this. Are there any extremes of weather or temperature that would preclude industry operating in parts of the north.

Mr. SIVERTZ: I think not. I think there is no bar to industrial operations posed by cold weather. Temperature drops occur at Winnipeg to approximately the same low levels that they do anywhere in the Northwest Territories. The lowest region in the Northwest Territories is, I suppose, Yellowknife. There is no bar to the operations in temperatures that run to 30 and 40 below as a general rule, through January and February, and which dip occasionally to 50, and very occasionally to 60 below, but this does occur in the southern provinces. An industrial operation such as Thompson in northern Manitoba has temperatures as low as anywhere in the Northwest Territories. Remember, the Northwest Territories is a land bordered by sea and has many of these big islands and the temperatures in those regions are generally much more moderate than in the centre of the continent. You never see 60 below in the northern islands. Fifty-five below is, I think, the lowest recorded at Frobisher Bay.

Mr. TUCKER: Mr. Sivertz mentioned sometime ago that the population increases yet tends to decrease. I wonder if he would elaborate on that remark.

Mr. SIVERTZ: I said the population tends to increase and game on which the people have hitherto lived tends to decrease.

Mr. KINDT: I have a few questions and I shall be very brief. The first problem is to get government capital and private capital into the north country to stimulate development. One of the things we have often talked about in committee is that the north country capital put up there by the government is not lost. The north is more or less of a shed and the money thrown up there runs back down into the large centres, Edmonton, Calgary, Winnipeg, Montreal, and so on. So the money spent internally within Canada is not lost and therefore we should not be so niggardly with the capital grants by government to develop the north. Our main concern should be as to how they are spent in order to bring about the end product that we desire. Would you agree with that and would you comment on it?

Mr. SIVERTZ: I agree with that. I do not think the government of Canada has been niggardly in its allocations of money for northern development. It has spent very handsome sums of money and I think sums that are appropriate to the fraction of the national revenue. When I say industrial or economic development of the north, this is at the present time, and in the recommendations of the Carrothers Report, a continuing concern of the federal government. I do not think it is necessary to assume that it would necessarily ever go to provincial ownership. It could be that the ownership of the vast resources of the northland would remain federal into the indefinite future.

Mr. KINDT: My second question is, from your earlier statement, would you agree that the services to be turned over to the people should be turned over gradually? I am thinking of those services which they can assimilate first, and then as rapidly as they can handle them, local services—probably the judiciary

will be last—will be turned over, rather than as we have it now, where the departments of government in Canada and in Ottawa are responsible for different functions throughout the nation. There are 22 departments, and each one of them falls over itself and sends representatives into the north country to help with the problems that are within the province of their particular department. Many times those people who are in the north country are not familiar with the problems that they are handling. It would be far better in your view, I would judge, if these were all co-ordinated and gradually put under the administration of a local government.

Mr. SIVERTZ: That is true. I think the Carrothers report suggests that the main transfer of the management of services can be accomplished in two years. I think it can be done. Possibly the time is a little short. The other departments, I know, have employee problems in the north. There was an earlier question concerning this and the relationship of the white people in the northern communities to the Indian population.

Mr. KINDT: I have one other question with respect to communications. Someone spoke about employees going in, and when they come out they say they are going out. In other words, they regard the north as not a place to make a home but rather to go in and come out. To a certain extent, perhaps, some of that is traceable to the fact that there is still a lack of communications. For instance, I have been up in the north on many occasions and there is radio, to be sure, but there is no TV, and such things as hockey games, football games; all of the things which make up a part of Canada are not seen by the people in the north. I am wondering if we could not, by Earlybird satellite, and other things, and as rapidly as possible, as part of our program, bring these things to the people of the north so that they feel they are a part of Canada and so that they will say, "I am not going in and then I am coming out". Is your view along that line?

Mr. SIVERTZ: Completely. These things are being arranged for now. The Hon. Arthur Laing has been in touch with the Canadian Broadcasting Corporation and has very encouraging results.

Mr. KINDT: My final thought is that it is like a breath of fresh air to one sitting on this Committee to have one with the experience of Mr. Sivertz come before us and, may I say, one who is a master of his subject.

Mr. WATSON (*Assiniboia*): Mr. Sivertz, this has been a very enlightening morning as far as I am concerned. The question I want to ask is regarding education—we have not got time to go into health—and the way education is tied in to the labour problem. Mr. Roxburgh brought up one of the questions that I was thinking about and that is in the eastern Arctic we had a very large turn-out of Eskimos and Indians who seemed to be vitally interested in the problems there. When we got over to the Western Arctic there was a lack of this, notably at Fort Smith and at some of the other places. You brought up the question a little earlier of the Territorial government of the north looking after this. If you can get into the position where you can educate the teachers and the nurses for two classes of people and educate the natives up there so that you can work them back and forth across the north, they would have no interest in coming back. Can you foresee this taking place, or can you foresee getting any of the people in



these two classes who were brought north from the south to stay in the north as residents up there? By working in this way can we get away from the problem that we heard about in various places of hiring the natives and the complaint that they were not reliable, and would not stay on the jobs. Will this overcome this problem in the foreseeable future?

Mr. SIVERTZ: I am absolutely certain of it. It is already being overcome to an extent that gives positive assurance of this. There is nothing inherent in Eskimo blood or Indian blood in reliability or unreliability in coming to the job on time. I can name Eskimos by the dozen who do a first class job in wage employment, and Indians, too; and as they understand the society and the disciplines of their employment they will turn to this increasingly. The non-communication or the non-cooperation of other departments is being worked on effectively, though not as effectively as it could be, but real progress is being made. For the first time other departments have joined in a proposal that Mr. Laing put forward and that Mr. Côté has pressed upon other departments, that: "In the next 10 years I want to see 75 per cent of your Northwest Territories employees be local residents". We use the term "local residents", not Eskimos and Indians; we do not want any differentiation at all. This is an objective which has now been adopted by the Department of Northern Affairs and I congratulate them on this. And they have got it across to the other departments.

Performance may fall short, because the conviction is not universally held that this matters in some of the other departments. I can think of a department that saw fit to employ a person in a key position in the north who was one who regarded Eskimos and Indians as coloured people over whom whites are definitely superior in every way, and who was urging his neighbours to join a society which I could not distinguish from the John Birch Society. It operates among us, to our great disadvantage, I think, in stimulating intolerance and hatreds. This is the kind of person who has no place working in the development of Canada, but who cannot be tolerated at all in a northern community which consists largely of Eskimos and Indians, where the school consists of Eskimos and Indians. To have a key person going around saying, "I do not send my children to this school. I send them outside. It costs me real money, but I am not going to have them brought up with these coloured people," is the kind of thing that should be simply put to one side.

Mr. CHATWOOD: That is in a very small minority, though, is it not?

Mr. SIVERTZ: I know one instance of this kind of thing, but this should not be tolerated at all. I assure you that this is not the Department of Northern Affairs. They have always addressed themselves to this, but this mention by me to the men who have supervision over this employee draws the response: "We cannot, of course, interfere with the views held by a man who is in our employ." I say, "Yes, but I do not know how much damage this does to the objectives that we are really here for."

Mr. TUCKER: Is this person to whom you refer still employed, and what is the nature of his work?

Mr. SIVERTZ: He has gone, but he went in the normal course of transfer. He did not go because of my proposals.



The CHAIRMAN: Gentlemen, I am sorry to inform you that we are a few minutes over time. There are several members who have other commitments. We have the room until 11 o'clock and it is 10 minutes past 11 o'clock now.

Mr. ROXBURGH: Is somebody coming for the room? I would like to ask a question about the birds.

The CHAIRMAN: Will it be a short one?

Mr. ROXBURGH: Yes; it is about the migratory birds. You mentioned earlier that they were decreasing. When we were up there we asked the Mounted Police, and in the eastern and mid-sections they told us that they just had to close their eyes because the people needed the food, and yet in the western section it was a different thing. How do you feel about the Migratory Birds Convention Act affecting the population in that area?

Mr. SIVERTZ: The Council of the Northwest Territories has asked the Hon. Arthur Laing to see whether the Migratory Birds Convention might be modified to enable the northern people to have some access to the shooting of these birds that are essential to them. The same request has gone to the United States government from residents of the northern part of Alaska, and I believe that Mr. Laing is taking this up vigorously.

Mr. McWILLIAM: There is a case before the courts now on this subject.

The CHAIRMAN: There was a recommendation from our Committee, as you recall, gentlemen, with regard to this question.

Mr. ROXBURGH: I just wanted to get Mr. Sivertz's opinion on this.

The CHAIRMAN: This has been a very fruitful and interesting meeting, and I wish to thank Mr. Sivertz on behalf of the Committee for appearing before us and giving us the benefit of his experience which undoubtedly will be very helpful to our members. Again, Mr. Sivertz, I thank you very much indeed for appearing here and for being a very effective witness.

Gentlemen, at our meeting next Thursday, at the same time in this room, it is expected that Mr. Don Hummel will be before us. He is an American and has an interest in the Prince of Wales Hotel in Waterton Lakes National Park. He also at one time was the chairman of the conference of national park concessioners in the United States. Mr. Hummel has confirmed by telephone, and I also expect to receive a letter of confirmation any day now. He is coming from Washington to appear here.

This meeting is now adjourned to the call of the Chair.

HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966-1967

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STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 22

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THURSDAY, FEBRUARY 2, 1967

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National Parks and Historic Parks and Sites

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WITNESS:

Mr. Don Hummel, hotelier in Waterton Lakes National Park, Alberta.

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ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange <sup>1</sup>

and

Mr. Barnett,	Mr. Horner ( <i>Jasper-</i>	Mr. McWilliam,
Mr. Chatwood,	<i>Edson</i> ),	Mr. Neveu,
Mr. Crossman,	Mr. Kindt,	Mr. Roxburgh,
Mr. Dinsdale,	Mr. Lambert,	Mr. Simpson,
Mr. Duquet,	Mr. Laprise,	Mr. Tucker,
Mr. Gundlock,	Mr. Leblanc ( <i>Rimouski</i> ),	Mr. Watson ( <i>Assiniboia</i> ),
Mr. Habel,	Mr. Lind,	Mr. Woolliams—24.
Mr. Haidasz,	Mr. Mather,	

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> On January 31, 1967, replaced Mr. Nixon.

ORDER OF REFERENCE

TUESDAY, January 31, 1967.

*Ordered*,—That the name of Mr. Orange be substituted for that of Mr. Nixon  
in the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*





## MINUTES OF PROCEEDINGS

THURSDAY, February 2, 1967.

(32)

The Standing Committee on Northern Affairs and National Resources met this day at 9.47 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Dinsdale, Duquet, Gundlock, Haidasz, Horner (*Jasper-Edson*), Lambert, Laprise, McWilliam, Neveu, Orange, Roxburgh, Tucker, Watson (*Assiniboia*)—(16).

*Also present:* Mr. Côté (*Nicolet-Yamaska*), M.P.

*In attendance:* Mr. Don Hummel, hotelier in Waterton Lakes National Park, Alberta.

On motion of Mr. McWilliam, seconded by Mr. Duquet,

*Resolved*,—That Mr. Orange again be Vice-Chairman of the Committee.

On the matter of national parks, Mr. Hummel gave an opening statement, copies of which were distributed to the members. He referred to national parks policy and his interest as principal stockholder in the Prince of Wales Hotel, Waterton Lakes National Park, Alberta.

Mr. Hummel was questioned.

The questioning having been completed, the Chairman thanked Mr. Hummel for his attendance.

At 11.18 a.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

(Recorded by Electronic Apparatus)

THURSDAY, February 2, 1967.

9.47 a.m.

The CHAIRMAN: Gentlemen, we have a quorum.

Prior to our departure for the parks, last December, as you will recall, Mr. Bud Orange, the Vice-Chairman, was substituted because he could not go with us. During his absence, of course, the office of Vice-Chairman remained vacant. If it is your pleasure, I would ask for a motion that he be re-elected Vice-Chairman of the Committee.

Mr. McWILLIAM: I move that Mr. Bud Orange again be Vice-Chairman.

Mr. DUQUET: I second the motion.

The CHAIRMAN: All in favour?

An hon. MEMBER: We should have an election.

Some hon. MEMBERS: Agreed.

Motion agreed to.

The CHAIRMAN: Gentlemen, we have before us today Mr. Don Hummel who will speak on the matter of national parks. Mr. Hummel is former Chairman of the Conference of National Park Concessioners in the United States. He also has an interest in the Prince of Wales Hotel in Waterton Lakes National Park, Alberta.

Mr. Hummel, since you have written to me on a letterhead which incorporates the words "Glacier Park Incorporated", I assume that you also have an interest in Glacier National Park which is in the United States and is contiguous to Waterton Lakes National Park in Canada. Perhaps you would like to touch on this during your opening statement.

Gentlemen, I am now going to ask Mr. Hummel to address you on his proposal. Mr. Hummel.

Mr. DON HUMMEL (*Hotelier in Waterton Lakes National Park, Alberta*): Thank you very much, Mr. Chairman and gentlemen. I certainly appreciate the opportunity to be here today to make a presentation to you on behalf of the company that owns the Prince of Wales Hotel in Waterton Lakes National Park in Canada. As your Chairman has said, I have been associated with the national parks in the United States for some time, having operations in McKinley Park, Alaska and Lassen Volcanic National Park in California as well as in Glacier National Park, Montana which, as you gentlemen know, has been dedicated as the Waterton Glacier International Peace Park. The operations at the Prince of Wales are intimately co-ordinated with the operations in Glacier National Park for those people coming down from Banff and Lake Louise and other parts into Waterton Lakes and Glacier National Park and the United States Parks, as well



as those originating in the United States and moving into Glacier and up into Waterton Lakes and into Banff and Lake Louise.

It is my privilege to be able to make a presentation to you here today as my interest arises out of the fact that I have a financial interest as the principal stock holder in the Prince of Wales Hotel in Waterton Lakes. These facilities were erected by the Great Northern Railway, starting in 1926, pursuant to a lease granted by the Crown. Their lease contains a provision for renewal in perpetuity. My company acquired these facilities from the Great Northern Railway in 1961 after receiving approval from your government and relying on the covenant of the Crown that the building was erected on a perpetual lease. We, of course, have the obligation to fulfill our terms of the lease.

The Minister of Northern Affairs and National Resources now proposes policies which would unilaterally abrogate the property right without compensation and without our consent, if the policies proposed are adopted.

We respectfully oppose such policies and request that you disavow the action as being contrary to Canadian law and in derogation of a contract right entered into with duly authorized representatives of the Crown. It was on a reliance on these terms of lease that the Great Northern and my company together have invested some \$1 million. The replacement value, if indeed you could replace these facilities today, would be about \$2 million.

Our objections are based on legal and equitable grounds. We also question the advisability of the proposed policy because of the adverse effect upon operations in the Park, and upon investments, in the National Parks. A policy which, in effect, expropriates a property right without compensation will adversely affect these investments.

May I apologize here for having received the statement back too late to make the necessary changes. I requested that it be changed and a rather poor job of blocking out has been done. I offer my apologies for the rather messy look of this statement.

Briefs have been submitted to you by eminent counsel which we want to adopt by incorporation without the necessity of boring you with repeating them here. George Steer, as an attorney for the Banff, Jasper and Waterton Chambers of Commerce has made such a presentation and we are a member of the Waterton Lakes Chamber of Commerce. In substance these briefs support the validity of the perpetual leases and your Bill of Rights guarantee that this will not be taken away without due process of law.

As a foreigner, I want to make it clear that I am privileged to do business in your country and I have no right to say what your policies should be. As an investor in your country I think I do have a right to rely on the covenants, made on your behalf by the Crown, on which I made my investment. The proposal to reduce a perpetual option to a renewal—a limited option—with an amortizing schedule would be taking a property right—a very valuable property right—without compensation. The protection of private property is basic in your country and in mine. The fact is that it is this protection that has encouraged the investment which has resulted in the rapid development of both our countries, a fact that is not existing in all countries in the world and sometimes retards their development.

I have no quarrel with the right of the Dominion Government to change its policy. It is the right of that government to abrogate a contract which results in the depreciation of my investment without compensation that we wish to oppose. If such a change in policy is believed advisable then I believe, in equity, we should be compensated for our loss before the policy is changed, or, at least, as a result of the change of policy.

It is difficult for us to comprehend what advantages will accrue, or in what manner the reduction of the term of the lease of the Prince of Wales would advance the cause of the administration of the basic policy of the National Parks which is set out as being for "the benefit, education and enjoyment of all the people of Canada", which we thoroughly endorse and agree with. The people who visit Waterton Lakes must continue to be served. The Prince of Wales would continue to be available to provide that service. It is inconceivable that anyone would want to dismantle this beautiful building with its alpine architecture, its hand hewn timbers, and the quality of its construction. Its capacity to serve visitors to Waterton is unimpaired although it is now forty years old. Its capacity to inspire admiration is enhanced, for the skills that produced it are nonexistent today.

In what manner would the reducing of the term of the lease change the location, the facility, its appearance, its ability to serve Park visitors? On the contrary, reducing the term would introduce uncertainty into the operation. The fact is that the mere announcement of these proposed policy changes has caused uncertainty today. We have had plans for further investments to enlarge the dining room facilities, to provide additional motel rooms and accommodations for larger tours or groups. These plans have been suspended pending the clarification of this policy.

These facilities can be operated only ninety days each year. This means reliance upon student and temporary help during the operating season. If proper service is to be given, it is necessary to have a nucleus of a year round crew upon which to build a summer organization. Under the proposed conditions, a company cannot attract and hold capable people unless there is reasonable assurance of continuity of operations. People want a career and assurances that the company they join can continue to give them employment. The longer the term the more stability you build into the operation. In fact, Canada's policy has been vastly superior to those that prevail in the United States.

In the United States, the limitation on leases by statute is thirty years. This has been a severe impediment to development. As a result the Department of the Interior, who has jurisdiction over national parks, has developed policies to extend leases and establish continuity. One policy is to grant the existing concessionaire—we call them concessionaires rather than lease-holders—a preferential right to renewal of his lease upon the expiration of the term. Even though the term is limited to 30 years, they give a preferential right to renewal at the end of the time.

Another policy permits the National Park Service to cancel a contract before the term expires to give the concessionaire a new contract right for the statutory limit where a substantial investment is required. It has been recognized that as the contract comes to a close no new investments are made, so they cancel the contract and give you a new contract for the statutory period. Still another

policy grants the concessionaire a preferential right to provide all new services that are required during the term of the lease.

I might explain that the emphasis is on having one concessionaire in a national park in the United States because they require you to provide those services that are unprofitable as well as those that give a profit. As a result, when they had several concessionaires, everybody wanted to do the profitable operations and nobody wanted to do the unprofitable ones, so that service was erratic during the season. Despite all these policies designed to get extended term and continuity of operations, the concessionaires were unable to secure equity and mortgage capital. I am referring now to United States. As a result, in 1965 the Congress wrote these Departmental policies into law. This law, (PL 89-249), in addition to adopting the policies, guarantees every concessionaire that he will be paid reproduction costs less observed depreciation if for any reason his contract is not renewed. The entire policy is designed to avoid changing concessionaires so as to maintain continuity of operations.

In Canada, you have not had these problems because you provided security of investments and continuity of operations. It resulted from the perpetual leases. Uncertainty as to the security of investment produces some very undesirable results. In addition to making it difficult, if not impossible, to secure the necessary equity and mortgage capital, the following effects are evident:

1. As the lease terms draw to a close, no new investments are made to meet the rising public visitation requirements.
2. Maintenance of facilities deteriorates particularly towards the end of the contract. Only that maintenance necessary to keep operational is done. No replacements or new equipment are provided. Now, this is not theory; this is the exact experience we have had on the United States' side.
3. Buildings erected on limited leases are built as cheaply as possible. Only minimum standards are met. As a result, maintenance costs climb and hazards of fire and accident are increased. Problems of surveillance for the National Park Service increase as buildings age and deteriorate.
4. Service declines as the concessionaire (leaseholder) seeks to extract the last dollar before his lease expires.
5. Service declines as experienced employees seek more stable employment. Employees have family obligations. They want a career and retirement benefits. Short term concessionaires cannot supply this because of the uncertainty of their own operations.
6. The National Park Service also loses knowledgeable and experienced leaseholders who have knowledge of the area; who know the needs of the Park visitor; and who are familiar with the policies and objectives of the National Park Service. A knowledgeable and experienced leaseholder can be an asset almost as valuable in advancing the park policies as an experienced Park Service employee.

In fact, the concessionaire-leaseholder often sees many, many more times the number of people who come to the park than the park service employee. He can either transmit the policies and objectives of a national park service, or you can lose the advantage of having an experienced man in the park.



We are further confused by the proposal to amortize the investment over the term of the lease. In addition to being eminently unfair, it will inject a considerable administrative and audit problem.

Let us examine the Prince of Wales as an example.

The initial investment was made in 1926-27. The investment at that time was \$775,995. In the term 1957-60 an additional \$200,000 was put in. Since 1961 another \$35,000 has been invested and, as I indicated, we expected to put in more until this change of policy came up.

The first investment was made—that is in 1926-27—when carpenters' wages were from \$2.50 to \$3. a day. Lumber prices ranged from \$5. to \$15 a thousand. In 1957-60 carpenters received about \$3 an hour. Now they receive in excess of \$5. an hour and lumber costs as much as \$400 a thousand board feet. The buildings are forty years old, but just last year the replacement value for insurance purposes, excluding foundations, which they will not insure, was \$1,750,000.

What are we supposed to depreciate under the amortization Schedule; the original investment of \$774,995. The replacement cost of two million dollars? The original investment of forty years ago, plus the investments of 1957-60 and 1961-66?

It is obviously unfair and unrealistic to depreciate the original investment when three dollars bought the services of a carpenter for a day at that time and it now takes five dollars to get his services for one hour. The important thing is not the number of dollars, but a sum large enough to replace the buildings and facilities with like kind, character and capacity to provide the same service today. That is why our contracts on the United States side specify reproduction cost less observed depreciation. It has nothing to do with investment.

It is obvious that the so-called amortization of investment is a confused attempt to use a depreciation factor, used in computing earnings for tax purposes, as a device to have a leaseholder turn over the business without payment. That so-called amortization schedule bears no relation to actual depreciation. I believe that is self-evident. The Prince of Wales is 40 years old. If this concept had been in effect during this lease, and if no new investments had been made in 1957-60 or 1961-66, and if all the money in the amortization schedule had been put into an account, we would have less than half the money necessary to rebuild the Prince of Wales. And the government would get a building without payment which would cost them around \$2 million if they had to replace it today. Can anyone say the depreciation factor had any relationship to actual depreciation? Or that consideration has been given to the decline in the purchasing power of the dollar?

I have seen the reasons advanced in support of the proposal to pay homeowners but not commercial operations, as the latter could pay out their investment during the term of a 42 year lease. This may be true for some businesses but it is certainly not true for the Prince of Wales. The extent of the investment and the shortness of the season will not permit the replacement of the cost of the investment plus a reasonable return on the money invested if any money is put back in to maintain the facility properly.



There are also serious problems facing the owner in the handling of capital investments during the term of the lease. There is a limit to the amount that taxing authorities will allow you to expense even if you are permitted to do so by the lease. There is the additional fact that your business must be able to earn enough to write off this even if it is permitted and, as I have indicated, it certainly cannot be done in the case of the Prince of Wales. You cannot do it on 90 days of operation, about 70 of which are profitable and the rest are unprofitable.

We must conclude that if the policy is as stated, that you truly want private enterprise to provide the facilities, then the amortization provision which will transfer title to the facility is contrary to this as it vests the title in the public. If service to the public is the objective of this policy, then it fails in that objective as it militates against good service.

In summary the present policies in the United States of providing perpetual leases when substantial commercial investments are to be made avoids, as I have tried to demonstrate, many of the problems attendant with fixed term or short term leases.

The present policy provides the basis for security of investment necessary to attract equity and risk capital. It provides for continuity of service, thereby permitting the development of a stable organization concerned with, and capable of, providing the type of service needed for development of a high class operation in your National Parks.

Abolition of perpetual leases without compensation has the effect of expropriation and is contrary to Canadian laws and the best interests of Canada. It will interrupt the orderly development of facilities in the Parks so necessary to provide service to the ever increasing number of visitors to the parks. It will hinder the development of a multimillion dollar tourist business. It will prevent the development of stable operating organizations that are so necessary to proper service. In short, I do not believe it would be in Canada's interests and the policies will not accomplish the stated objectives.

I want to say again that these are my opinions. I realize I speak here as a foreigner and I say this only as an investor in your country and also one who has had considerable experience on the other side of wrestling with these very same problems. It is rather confusing to me that when you have so many demands for public funds to provide facilities in all areas of your economy, why you want to use that capital to invest when it can be provided by private enterprise. Because when you do, you have a continuing problem of maintenance and you have the loss of tax revenue, particularly for the schools. We are, by far, the largest taxpayer to the school system in Waterton Lakes. What will ownership of the facilities provide that you do not get now, since you are trying to ensure proper service to the public? If we were to go contrary to your laws or not carry out your policies, then I would see a reason. But I fail to understand the reason for the proposed changes of these policies in the National Parks.

The CHAIRMAN: I thank you very much on behalf of the Committee, Mr. Hummel. You refer to yourself as a foreigner. I want to tell you that whether we agree or disagree with your presentation, you are not considered a foreigner here.

Mr. HUMMEL: Thank you, sir.

The CHAIRMAN: Gentlemen, the meeting is open for questioning Mr. Hummel.

Mr. HORNER (*Jasper-Edson*): I would like to say immediately that Mr. Hummel is not alone here. At least some of us agree with his presentation entirely and we, too, would like to know what the government is trying to do with this new lease policy.

I would like to ask Mr. Hummel with regard to this lease question whether he and his company would be agreeable, if the government wishes to change this perpetual lease, to a renewable lease or right of renewal or, if the government wanted to take over, that a fair market value compensation be paid.

Mr. HUMMEL: I would prefer to be paid rather than have a renewable lease unless there were some provision whereby you did not come to the end of the term of the contract. Regardless of how you look at it, when you get to the end of your contract you cannot provide the service you should because you lose personnel that you need; they start looking for other jobs; you are hesitant about putting in new investment to meet the needs of the people who are coming there, because you do not know whether you are going to be able to get it out, and you are not assured that you are the one who is going to get the lease. I have heard it advanced that you have an advantage because of the fact that you are in there, but that is absolutely opposite to the results. When you are in and you have the investment you know all the problems. You know that it looks awfully nice in the summer with all those people coming in. The person who is competing against you to pay a higher fee does not know of those 9 months when you pay out money every month and you do not receive a nickel, and all the problems of opening and closing. It looks a lot more attractive from the outside than it does from the inside. The knowledgeable man on the inside is conservative in what he is willing to promise because he knows there is a limitation. The man on the outside often is willing to make promises because he does not know what the limitations are.

Mr. HORNER (*Jasper-Edson*): But if you had the right of renewal would not this give you, in effect, a perpetual lease?

Mr. HUMMEL: We have the right of renewal now but it is in the lease. It is not a matter of administrative determination outside the terms of the lease. The right of renewal is what we have now—a 42-years lease with the right of renewal. We have no objection to that. We think that is an excellent way and, as a result, you have avoided most of the problems we have fought with on the United States side for the last 25 years.

Mr. HORNER: If the government wants to take over, then there should be fair compensation?

Mr. HUMMEL: Yes, sir. I think that is basic in Canada and basic in the United States.

Mr. ROXBURGH: Mr. Hummel, I would like to refer to the last question. I was wondering how you felt about the 42-year lease. Do you think it is long enough to compensate for any business efforts or costs that you have put in in the last number of years?

Mr. HUMMEL: I can answer that in several ways. You have 42 years the first year and the next year you have 41 and, as the years go down, you do not have a 42-year lease any more—you have what remains. You do not make all your investment at the beginning of the lease; investments are made every year if you do a proper job. You expand your facilities; you renovate and modernize them. So the investment that you make with half the lease left obviously cannot be amortized; or the investment which is due 10 years before the lease is finished cannot be amortized. The result is that you do not make the investment; your facilities go down. It sounds very nice to say you have 42 years to amortize. You have 42 years for the original investment, but you have a lesser number of years every year that you make your additional investment, which you should do if you are doing to meet the rising demands of the people who want to visit these parks.

Mr. ROXBURGH: I realize, and I think most likely you do, that at the end of the 42-year lease there is another 10 or 15 years.

An hon. MEMBER: It is 21 is it not?

Mr. ROXBURGH: I beg your pardon?

An hon. MEMBER: No, it is the last 10 years.

Mr. ROXBURGH: Yes, it is 10 years during which you continue as is.

An hon. MEMBER: You would be manager for 10 years.

Mr. ROXBURGH: No, no, it is continuous as it is. But, after that again, you still can continue another number of years as management of that, so actually it runs from 42, 52 and into 60 odd years in which you are still in charge of that business. I naturally do not know how these businesses will carry on from one group to another because, after all, in 42, 50 or 60 years from now most of us will not be here, I imagine. Do you honestly believe in a perpetual lease that goes on forever? Do you think it is right for those who have already received those leases because of certain conditions that happened 50 or 75 years ago, now that there has been a whole change in country and business? At that time our country was nothing but forest. Do you honestly believe that any person should have a perpetual lease on land anywhere, let alone within a national park of a country?

Mr. HUMMEL: I certainly do, with an unequivocal "yes", because I believe in the private enterprise system. I do not see any reason why, if you want to change that lease and move somebody out, you should not say to that individual: This was yours—you sell it and sell it at what it is worth today, and anybody else who wants to buy it can come in. However, I do not see that I owe somebody else an opportunity to take over my investment because conditions have changed. That is basic to any private investment and the fact that you say that you have added a carrot here of another 20 odd years is to me implicit recognition that the 42 years is not adequate. I would ask you why you object to giving me 42 years if you are going to give me 21 years, because it is not my lifetime I am talking about; I am talking about principles of economic investment.

Mr. ROXBURGH: It depends on management and if management is not making a deal—and after all it is a national park; the people's park—or not doing a job when they are in there then it is in the interests of the people that



they are cut out of it. What about the difference between the lessees outside the park compared with those inside the park? What is their privilege?

Mr. HUMMEL: I say their privilege should be exactly the same as mine. They make it or they do not make it on their own initiative. You have the authority in the national parks in your regulations to ensure that the management is adequate. If the management is not adequate then I would say that you ought to strengthen your laws to see that they give proper service. I have no right to be in your park; you have no right to be in the park as a matter of right. We are there only to provide a service to the public and you should be looking for a policy that provides that service to the public and not worrying about whether somebody else should have the right to come in and provide that service. What difference does it make whether I provide it or you provide it, so long as it is proffered to the person who comes there? The only difference between your service and mine is that I put my investment in there and I say that if you want it, then pay me for it. I would do the same thing to you, inside or outside the park.

Mr. ROXBURGH: Do you know of any country that gives perpetual leases?

Mr. HUMMEL: Yes, sir. They give fee simple title.

Mr. ROXBURGH: I mean a perpetual lease.

Mr. HUMMEL: Well, what is the difference between a perpetual lease and a fee simple title except a legal implication?

Mr. ROXBURGH: I am not a lawyer so I would not be able to go into that.

Mr. HUMMEL: There are legal difficulties, but the practical effect. . .

Mr. ROXBURGH: I do not want to take much longer, but I would like bring out one more point. You talk about employing carpenters in the past at \$2.50 and \$3 a day—it all sounds very well—and today at \$5 an hour. What rates did you charge the people in those days compared with the rates you charge them today? Are they the same?

Mr. HUMMEL: No, sir. They were comparable to that time.

Mr. ROXBURGH: Yes. These figures, then, actually are not of any value.

Mr. HUMMEL: Of course they are. What you pay for a service is entirely different from what we are talking about—the security of investment. All I am asking is if you buy me out, you do not buy me out with a dollar that will pay for an hour's time when I put in my investment at a time when it bought a whole day's service. This also applies to lumber. We should not confuse the problem of payment for services which have to be comparable to today's costs. They have gone up just as labour and material has. That is exactly the basic point. You should be put in the same position. That is the number of dollars you receive should provide the same kind of facility and service at today's prices.

Mr. ROXBURGH: I have one more question. You say that you have reconsidered further investment in the park.

Mr. HUMMEL: Yes, sir.

Mr. ROXBURGH: We happen to know that other businesses are interested under the present contract. We have been out to the parks and the Minister of the Northern Affairs and his Department have been looking this over and there may be changes, I do not know. However, if the contract is not changed, what



would be your position then? Would you continue in the park? Would you make any future investments?

Mr. HUMMEL: It would depend entirely on what decision is made. I would have to evaluate it in view of the actual decision.

Mr. ROXBURGH: You made the statement here that you did not think you would consider further investments, and I would like a straight answer. I am saying that there is a possibility of changes being made—I do not know; I am only one of the committee—but if there are, would you then refrain from any further investment in the park?

Mr. HUMMEL: Our company would be very reluctant to expand the facilities to the extent we have planned. We would rather have somebody else provide those additional facilities.

Mr. ROXBURGH: In other words you would not.

Mr. HUMMEL: Essentially I would say we would not make a major investment.

Mr. ROXBURGH: No, that is not really—

Mr. HUMMEL: Yes it is. Putting in a thousand dollars is one thing and putting in a million dollars is something else.

Mr. ROXBURGH: In other words, you would continue as at present with future investments dependent on the situation.

Mr. HUMMEL: I do not think you should ask me to speculate until I know the policy. I do not want to guess.

Mr. ROXBURGH: I am not asking you to do that, Mr. Hummel. All I am saying is that you made a statement in your brief—

Mr. HUMMEL: I made a statement of fact that we have stopped further investment until these policies are brought in.

Mr. ROXBURGH: I just wanted to know whether that is a fact, or whether you would continue if this was not changed. We are not saying that it is not going to be—do not get me wrong. We hope we are here for the over-all good of the parks in the long run. That is why we are here and that is why you are here. Thank you very much.

Mr. HUMMEL: Thank you, sir.

Mr. LAMBERT: Mr. Chairman, I agree in principle with what Mr. Hummel has said because it parallels the problems in Banff and Jasper, and coming from Edmonton I am right up against the parallel problems the people have as advanced by Mr. Hummel. My own view is that there is some sort of a socializing bureaucracy at work with regard to this change in policy, and that that is all it is. Commenting on what Mr. Roxburgh had to say with regard to changed conditions, I think we could apply the same principle to the revocation of old homestead grants and leases. If you wanted to do that on the western prairies, Mr. Roxburgh, I think you had better arm yourself because you are going to have a real uprising.

Getting back to your own particular case, have you made any proposals to the parks branch for these improvements and if so, have you been told that you will be given the necessary development permits provided you are willing to surrender your perpetual lease for a limited term lease?

Mr. HUMMEL: Not directly. I discussed the proposed investments with the late Mr. Browning who was then the Superintendent. I have also discussed them briefly with Mr. Lunney, the present Superintendent, telling him about our interest in making these additional investments. I was told at that time that a change of policy was proposed, so I never went beyond informal discussions, although I went so far as to try to find an architect who would be able to erect buildings which would be consistent with the architecture that prevails and who was familiar with the necessities of building in a national park. However, I have not made a specific proposal.

Mr. LAMBERT: In any event, regardless of what improvements you wanted to put in, you were not told that a condition of your obtaining the building permit would be the surrender your lease?

Mr. HUMMEL: No, sir.

Mr. LAMBERT: This has not been done?

Mr. HUMMEL: No, because I had not gone that far. I was cautioned that there was the possibility of change, and when there was that possibility I dropped the investment at that stage because I wanted to find out what changes were being discussed. It makes a tremendous difference in your ability to get the money and how you can operate.

Mr. LAMBERT: In other words, this black jack has not been used on you as it has been used on others.

Mr. HUMMEL: Let us say that it was a warning, not a blackjack.

Mr. LAMBERT: Well, it has been used on others. The only way they could get a building permit even to modernize their premises—it did not matter whether it was of a relatively minor nature or a major improvement or expansion—was that a term of giving the building permit would be the surrender of their lease; otherwise, they were blocked.

Mr. HUMMEL: Our major investment was made between 1957 and 1960 and between 1961 and, really, 1964, when about \$235,000 additional funds were put in which represent 50 per cent of the original investment. There was no question at that time of the development of a change in policy, so some of the major had been completed. It is the additional investment that we have stopped. We cannot take care of the people who come in now, particularly as many of them come down now since the Canadian Pacific Railway does not go to the west coast. They come by bus to Prince of Wales and then to Glacier and take the Great Northern Railway to the west coast. As a result, we are unable to serve properly with our facilities alone, the increase in traffic that is coming in there.

Mr. LAMBERT: You have spoken about an outside limit of 90 days in your operations. Have you considered the use of your hotel if there were appropriate winter sports facilities in Waterton?

Mr. HUMMEL: No, sir, we have not because of our experience on the American side. We conduct a winter sports operation in Lassen Volcanic National Park in northern California. We are a little too far removed from the central population centres to enable us to make a major investment. In Banff and Lake Louise I can see a tremendous demand for it. It is a little more difficult because skiing is primarily a working person's and a young person's sport, so it becomes a weekend business. When you are operating in these areas you have to employ a

staff on a weekly basis to perform services only two or three days, because your business comes on the weekends. If you are close enough to a centre of population you can do it. I feel at the present time—although this may not last too long—that in the Waterton area we are a little remote from a centre of population to provide other than a primitive type ski operation.

Mr. LAMBERT: Are you familiar with the White Fish ski development?

Mr. HUMMEL: Yes, sir.

Mr. LAMBERT: That is in a relatively isolated area too, is it not?

Mr. HUMMEL: Yes, sir, but it is partially owned by the Great Northern Railway and is supported by the railroad through transportation. The railhead is at White Fish. We would be in a position in Waterton where we would not have public transportation facilities available to bring people in. They would have to come by automobile.

Mr. LAMBERT: Perhaps it may interest you to know that because of restrictions which have been imposed on the development in Jasper and Banff, scores and scores of people go down every weekend from as far as Edmonton by air to ski at White Fish, simply because they cannot get into Banff or Jasper.

Mr. HUMMEL: I see.

Mr. LAMBERT: This is the nonsense that does exist. Our people in Edmonton have to fly or drive to White Fish on a four day weekend, or something like that—they take a four day weekend—to get in a couple of days' skiing, because they cannot get into Jasper or Banff unless they know somebody who knows somebody who can get them a reservation.

Mr. HUMMEL: Well, certainly it is a sport rising in popularity and as the years go on there will be sufficient demand. Personally I would question it for our operations in Waterton. In the first place, the facilities we have were built for summer operations. It would take a major investment to really insulate that building to permit winter operation. Standing, as it does, up there at the head of the lake, with the very high winds that come up, it would be almost impossible to insulate the plumbing to provide the water and a comfortable facility. It would take a really major investment, and the investment that we have now is difficult with the summer season. While I said 90 days, we actually get about 70 days of profitable operation and the rest is opening and closing, which is at a loss; so you are attempting to run a business with a million dollar investment on 70 days of income, and the balance expense.

Mr. LAMBERT: Thank you Mr. Chairman.

Mr. ORANGE: Mr. Chairman, coming back to the question of the leases I assume, Mr. Hummel, that you still have your perpetual lease at the present time?

Mr. HUMMEL: Yes, it has two years to run. It was given to the Great Northern Railway in 1926. It was a 42 year lease, renewable by notice being given within six months of the end of the lease so that, in effect, I have two years to go.

Mr. ORANGE: Have you had any indication whatsoever from the Department whether or not this lease will be renewed?



Mr. HUMMEL: No, other than the preliminary discussion that I had with the park service personnel, who said that there was a question on it. When Mr. Brownning was still alive, I asked whether I could renew the lease that I had on the facilities down in the village, which provide quarters for our employees and they indicated at that time that it would have to be subject to the new policies. I asked what they were and they said they had not yet been crystallized.

Mr. ORANGE: My question is that when you purchased your lease in 1961 from the Great Northern Railway you realized then that your lease would expire in 1969?

Mr. HUMMEL: Well, no. I had a lease that expired in 1969 with an automatic right of renewal of 42 years. I still have that unless it is taken away from me, which is what I am objecting to. If I could ask for a new 42 year lease right now, on the same terms as I have it now, I would do so, because otherwise I am in the position that I do not know in which direction to go.

Mr. ORANGE: During the course of our hearings with various representatives from the parks, one of the complaints we have had is that the park personnel on the site, by and large, are there to administer the park. When it comes to policy, they must refer things to Ottawa. It seems to me that as a principal shareholder in a million dollar plus establishment, your conversations probably should go far beyond the park superintendent, and that you would be entering into these discussions with the people who make the policy; that is, possibly, here in Ottawa or in Calgary regional office, or wherever it might be located, I am just curious to know why you would just terminate your discussions at the park superintendent level.

Mr. HUMMEL: For the reason that I was informed that they were holding hearings to determine what the policy would be. I was hopeful that we would not have to fight our particular situation but that it would be resolved, as a matter of national policy, and matters would continue as they had been. There is also the fact that I am not positive we would have the right to ask for renewal of a 42 year lease at the present time, as we have two years to run. The terms of our lease call for a right to renew at the end of the term, so I do not think I could ask for renewal now when it has still two years to run.

Mr. ORANGE: As a business man with a large investment, under the threat of losing the lease and the property—I will not say a threat; a rumour that this might happen surely you would want to investigate this much more thoroughly than you have in the past. I can see your point of view. I think that as a business man you would be right on top of this to protect your equity and the equity of the other stockholders; not saying that you are going to sort of sit on pins and needles till the day after the lease expires, hoping against hope that maybe the lease might be renewed. However, that really is not the problem.

Mr. HUMMEL: I would like to address myself to that. When you assert your right and they are legal rights, you must assert them in the terms of the legal document, and I was hopeful that we would never get to the point where we had to assert a legal right. As a result, I thought it was appropriate for us to allow our people, who determine the policy, to exhaust inquiry into this situation because we may never have to assert a legal right, and I am hopeful that we never shall.



As a business man, it is not in my interest to continue doing nothing here, waiting for a determination, but if I am asserting at all on a legal basis, I am bound by the legal context of the documents that I am asserting it on. I took two tacks; I asked for permission to appear here before you gentlemen to state my position, which is the one that I hope will be successful; if not, then we will be relegated to our legal position, which I am hopeful will never occur.

Mr. ORANGE: To use a different approach—leaving aside the question of perpetual leases for the moment—assuming that you were granted another 42 year lease and that the policy was such that at the end of the 42 years, or the 21 year renewable period, the property was required for some other purpose within the parks and you received fair compensation at that time, do you believe that this might be a sound policy?

Mr. HUMMEL: I think there is a possibility there. I do not think it is as good as your present one because of all the reasons I suggested. Our society really is built on what we call ambition on one side, or selfishness on the other, depending on who is asserting it but in effect, in developing our assets, protecting our investment and advancing our own fortunes, the closer we come to the time that there is uncertainty, the less willing we are to expose ourselves. So we do not make the investment, or we do not do quite all the maintenance—we do a minimum. So, I would say it would be a very unfortunate policy for you to adopt.

On the other hand, I think that if you decided the best policy for the Canadian government was to give a lease with assurances that at the end of the time if it were not extended you would pay the sound value of that building, I would have no right to object and I could say either: "Give me my money now and I will get out" or, "I will go forward". My disposition would be to say that "I will go forward" under that sort of policy. I do not think it is in the best interests of your policy of serving the public, but that is your decision, not mine.

Mr. ORANGE: You hold more than one lease in Waterton now, I gather?

Mr. HUMMEL: Yes. There really are three. There is one on which the Prince of Wales is based and there is an extension of that for the three 4-story dormitories which accommodate our employees and for power-house and water development. Then I have a lease on a facility in the village which is for accommodations for the people who run the Launch International; the boat that operates on the lake. We have, also, two licences; one to operate a dock and one to operate a pumping house for the water system.

Mr. ORANGE: I gather from what you said that you supply your own services including power?

Mr. HUMMEL: Yes. Well, we get commercial electric power, but we have a power plant to generate steam to provide heat for the facilities and hot water for use in the hotel kitchen, and so forth.

Mr. ORANGE: What do you pay annually for your lease on the main building?

Mr. HUMMEL: Some ridiculously small amount of money. As I recall, it is \$50 a quarter, or something like that, which certainly is completely inadequate.

Mr. ORANGE: What do you receive in return in the way of services for the payment of the lease?

Mr. HUMMEL: Well, we receive the advantages of law enforcement that is provided. There are the wardens and the Mounted Police. We receive the value of everything that is done to encourage people to come to Waterton Lakes National Park.

Mr. ORANGE: An indirect one.

Mr. HUMMEL: We do not get any direct services. We provide our own maintenance services but we receive good law enforcement.

Mr. ORANGE: Water and sewage?

Mr. HUMMEL: No. We provide that ourselves.

An hon. MEMBER: Advertising?

Mr. HUMMEL: Well, we receive advertising indirectly as commercial firms use it as a feature, and to the extent that the government advertises its national parks generally. We receive benefits there, yes sir. We receive benefits; I do not say that we do not. I am delighted to be there; it is a beautiful place. If you have not seen it, I invite all of you to come out. I would like to have you see it. It is beautifully done.

Mr. ORANGE: Thank you very much Mr. Hummel.

Mr. HUMMEL: Thank you, sir.

The CHAIRMAN: Mr. Duquet?

Mr. DUQUET: I have no questions.

The CHAIRMAN: Mr. Barnett?

Mr. BARNETT: Mr. Chairman, perhaps for the benefit of Mr. Hummel, before I ask him any questions, I should preface my remarks by explaining to him that I am a member of a political party in Canada that does not parade itself as being a "free enterprise" party per se. Well, Mr. Hummel made it clear that he considered himself to be a visitor to our country in one sense, as well as being an investor in another, and I thought it was only fair that I should explain the point of view from which I might ask him some questions. I might say that I could perhaps, indulge in a philosophical argument on whether, in the long run, it would be better for the capital facilities in the park to be provided through public or private investment. I would also like to say at once that I do believe quite strongly that there are real advantages in having public service facilities operated with an incentive to the person in charge to provide the kind of service that people want, and I think that however capital investment is made, this is a very important element in providing interesting and attractive service to the public.

I am sure that there would be no quarrel with the statement on Page 4. I was interested to see that you say you agree with our basic concept of parks policy, that the parks should be for "the benefit, education and enjoyment of all the people of Canada", and then go on to suggest that no one can conceive of a facility like the Prince of Wales not being required.

A question has developed in my mind as I listened to your presentation and a good many others that we heard when we were in the park. Assuming a decision is made, at least in equity, that no change of policy should be retroactive without just and proper compensation for prior rights given to individuals—and I certainly agree with that point of view—and assuming that this perpetual lease

system were to continue, one of the questions that I think would develop with the increasing pressure on our parks is who determines the limit of the capacity of the facilities that are provided in a particular area? In other words, as I understand it a park, if it is going to remain one can hold only so many people in a given area without some adverse effect upon the park itself. Now, this is where the question of the decision to expand, modernize, or change the type of facilities comes in. I would appreciate your views on who should have the right to decide whether the Prince of Wales, if it were feasible, should be winterized and whether another 50, 100 or 200 rooms should be provided there. Assuming a continuance of the present system of people investing as you and your company have done, how would you suggest that in the future, with growing pressure, we avoid a sort of basic conflict between those who are charged with the public administration of a park and those whose interest it is to expand their business in order to make more money out of it?

Mr. HUMMEL: Well, I would answer you in two parts. I would say first that the administration of a national asset basically should be vested in the public sector. It should be vested in you gentlemen here in your determination of the policies to achieve what is in the best interest in the long term, and the individual investment pursuant to those policies then would be a matter of determination by the individual who put in the money. If he failed to put in the money to expand facilities then, certainly, the government should be perfectly free to authorize somebody else to put in whatever facilities they think are necessary for the service and enjoyment of people coming to visit those areas. The question of how many people or what facilities are consistent with the parks policies certainly is a matter for determination by government, in my opinion. But I determine that I will put in additional money on the basis that I agree with your policies, or do not put it in because I disagree with them. I have a perfect right to determine what I invest and what I do not invest. On the other hand, I do not have a right to say, I am going to invest this because I want it and I need these additional facilities, when you and the public has decided that there is a limitation of these facilities. The determination—if I make myself clear—of the overall policy must rest with the governmental representatives. The determination of a specific investment must be made by the individual who has the money to invest. If they are in conflict, then I think it is a matter of you buying that man out and taking him out of the picture and putting someone in who will be consistent with your policies.

Mr. BARNETT: I think that covers the point very adequately. In view of the limitation of time, I think I will not ask anything further.

The CHAIRMAN: We have Dr. Horner, Dr. Haidasz, Mr. Dinsdale and Mr. Watson. Dr. Horner.

Mr. HORNER (*Jasper-Edson*): In a lot of the presentations that have been made on this parks question, there has been the underlying thought that the development in our national parks has degraded them and, in fact, some of the natural history people who have come before us have suggested that we should not allow any development inside our national parks at all. I would like to ask the witness two questions. Do you think your facilities in Waterton have downgraded that park? Secondly, do you feel that further development of Waterton National Park would, in fact, take away from the natural beauty of Waterton?



Mr. HUMMEL: No, I do not. I think we have to look at the national parks and the preservation feature. There are two aspects of it—one is preservation and the other is use. If you are preserving these you are not going to preserve them in a vacuum. You are preserving them for the use and enjoyment of your people. They are valueless unless they are enjoyed by someone. We have a tendency to want to apply one standard throughout all the national parks. Whenever people use something there is some deterioration. This is natural—there is wearing out; there is overcrowding in places. I think you have to adopt policies which will provide areas for different kinds of use. The man who loves splendid isolation cannot get it in many of these parks if he wants to go out and rough it. On the other hand, there are lots of people who do not like the experience of the parks either physically or emotionally unless they are in an area where there are facilities for their needs and use.

So I think we have to distinguish between those areas that we develop for people to come in and use, and those which we are going to preserve in their natural state and allow no man-made structures to go in. If you look at the percentages of the amount of space allocated it is greatly disproportionate. We allocate millions of acres of land—at least in the United States—to that very small group of people who want to get off by themselves, and we allocate a very much smaller portion to the millions who want to see and enjoy their national parks.

I think we have an obligation to all sectors, and a particular obligation to those people who are either old or infirm or simply desire to participate in and use those parks. The little old lady that cannot get on a mule and go back and enjoy the park has a right to see some of her national parks; she is helping to pay for them. And if that means a road so that she gets a chance to see it, then one should be built. That does not mean you have to put roads throughout the entire park, but certainly there are parts of your park which should be available for the vast majority of people who want to see and utilize them.

We had quite a session on the other side several years ago with the so-called "day" use of a park where no overnight accommodation was to be built. Questions were asked by quite a few people about the erection of facilities in the Giant Forest of Sequoia National Park and only about one in a hundred said they would even come to the park if they could not stay in it. The use and enjoyment and inspiration is the thing, and you get a chance really to know your park by getting into it and sleeping in it and getting a chance to enjoy it. The idea that you are going to take a bus tour or a hiking tour through it and walk out is not very practical. I think it is important that you have policies limiting the area of development so you do not spoil the natural features, or too much of them. On the other hand, I think you have an obligation to the majority of your citizens who are looking for a place to stay in the national park so that they have an opportunity to enjoy it.

To answer your question specifically, I think the Prince of Wales enhances it. All you have to do is to listen to those who sit in the lobby or in their rooms and "oh" and "ah" at the beautiful scenery while a 60 or 70-mile wind is coming up over that lake, which would be a very uncomfortable experience if you are sitting outside trying to enjoy this beautiful scenery. But the enjoyment that



goes on if you are looking out over this area is tremendous, and all you have to do is to spend a few nights there to realize it.

Mr. HORNER (*Jasper-Edson*): I could not agree with you more.

Mr. HAIDASZ: Mr. Chairman, I would like to remark on the last paragraph on page 10 of the brief which reads that the policies, as the witness has heard them, will interrupt the orderly development of facilities in the parks and will hinder the development of the tourist business. First of all, I would like to state that accommodation in the parks has increased since 1962. In that year units were increased and in 1963 another 240 units were added with a value of \$1.6 million. In 1964—

An hon. MEMBER: What parks are you talking about?

Mr. HAIDASZ: I am speaking of the parks of western Canada. In 1964, 273 new units were built at a cost of \$2.24 million; in 1965, 600 new units were built at a cost of \$4.1 million. I think this proves that the people who want to go into the tourist business are finding the new arrangements, policies and regulations attractive enough to invest that amount of money. I think it has been proven, during our hearings in the national parks and here, that the commercial leasehold policy as it is today is attractive to businessmen because they have invested so much money.

Mr. HUMMEL: Before I could comment intelligently on it, I would have to know what kind of investments were made. If they are small, scattered investments—not major investments—run by a family-type operation, that is one thing, because the limitation of time is not quite as objectionable to them as it is when you have a major investment that cannot be taken out during the term of your lease. It also depends on where they are. If you have an abundance of business—more than you can take care of—you might be willing to go in and make an investment if you could take your money out in a short term period of time.

I do not think you should base your policies on that kind of a factual situation. If you are in the Banff-Lake Louise area and thousands of people are going away because they cannot get accommodation, that is a very attractive investment and you may be able, despite short term leases, to get investments on the basis that they can get their money out in that period of time. But I do not think you can generalize on a cumulative total of \$4 million and draw a valid conclusion on which you should base your long term policies.

Mr. HORNER (*Jasper-Edson*): Mr. Chairman, on a point of order. I think if Dr. Haidasz is going to make statements that this has been proven and that has been proven when, in fact, it has not been proven so far as we are concerned, we are going to get away from the purpose of this hearing this morning. I do not accept for one moment any of the statements that he has just made. To suggest, as he has done, that business does want to come into the parks is wrong. Most of the improvements that have been made have in fact been made on the old policy. There is as much proof on the other side of the fence—including Mr. Hummel's presentation this morning—that money and business are not interested in going into the parks on a major scale under this new policy.

Mr. LAMBERT: There is a point here. You have to be fair in this. Dr. Haidasz has indicated that these facilities were opened up, but he did not say they had been planned, money committed, and built under the old policy.

The CHAIRMAN: Well, we have been talking quite a lot in a general way. Are you finished, Dr. Haidasz? We have only a few minutes left and Mr. Dinsdale and Mr. Watson have yet to speak.

Mr. HAIDASZ: I would just like to ask the witness, if the new policy allowed the possessor of a perpetual renewal lease another 42 years plus rental rebates, and the opportunity for good management, to continue his business for another 42 years, whether he would not think this would be a good business opportunity?

Mr. HUMMEL: No, sir, I would not give up my right to a perpetual lease in exchange for a term lease. I would much rather take my money and invest it where I could get the advantage of what increment might take place and the assurance that when my investments were sold I was going to get my money out. I would not give up the right which I consider so important for this.

Mr. HAIDASZ: Mr. Chairman, do any of the lessees in the United States national parks have perpetual leases? Do they go for ever and ever?

Mr. HUMMEL: No, sir. Major investments have reached about the third generation operating in several of the parks because they have overcome this problem by adopting the policy that a lease very seldom comes to an end. Before the lease comes to an end, they cancel it and give another statutory lease. I have never had a lease in a national park come to an end, and I have been in this business for 32 years. It has always been cancelled before expiry and a new lease given for a statutory period. It has been a matter of policy with the Department of the Interior that it was not in the government's interest to have the terms of the leases run out. They want continuity, so they give you a new lease, cancelling the old one. In effect, while there is a statutory limitation, it has not been effective as a limitation.

The CHAIRMAN: For the benefit of our distinguished witness, Mr. Dinsdale is a former Minister of Northern Affairs and National Resources.

Mr. HUMMEL: I am familiar with his name.

Mr. DINSDALE: I think I can help Dr. Haidasz in connection with the statement he made. As a result of the tourist explosion there was a desire on the part of the Department to expand facilities of all kinds, because it was obvious that there was a drastic shortage which would increase rapidly in the immediate future. This included expansion of camp grounds as well as the expansion of the commercially operated facilities.

I think the problem that confronts us this morning is a fundamental debate about who shall operate the expanded facilities; that is, public enterprise or private enterprise. The recent policy change, of course, will mean that ultimately all these expanded visitor service facilities—to use the new phraseology—eventually will revert to the Crown. I think the reason for this fundamental debate arises from another basic debate which is taking place on both sides of the border at the moment and that is the future of our resources—particularly our renewable resources. In the United States they refer to it as “resources for the future”. In Canada we use a similar phrase—and I think we borrowed it from the United States—“resources for tomorrow”, which is, perhaps, the more immediate future.

I understand that Mr. Hummel has some background knowledge on these matters and I am going to take advantage of his presence here to get a little information on the situation in the United States.

First of all, I think the brief pinpoints the difficulty that private enterprise is going to have in operating under the new policy. I would like to—and Dr. Horner has initiated this discussion—ask Mr. Hummel if he feels that our national parks in Canada are faced as imminently with the problems of abuse from a conservationist standpoint as are the national parks in the States? Your Secretary of the Interior, Mr. Udall, has written a book, *The Quiet Places*, which indicates that these matters sneak up on you and before you know it you are faced with the difficulty of reclaiming lost renewable resources. Do you feel, on the basis of your experience on both sides of the border, that our problem at this stage in Canada is as critical as that in the United States?

Mr. HUMMEL: I have to preface my remarks by saying that I am probably too inadequately informed of the exact conditions that exist in Canada as a whole, to comment intelligently. Therefore, I would like to present my statement in this way. I think it is true that in both the United States and Canada there are critical problems in specific areas. There are concentrations in some particular parks that have a dramatic deteriorating effect upon them and we have to develop, by policies, methods of getting a better dispersal in the use of the parks. This can be done in many ways, and one of the ways they are doing it in the United States is by adding additional parks to take the pressure off some parks. Yellowstone and Yosemite primarily are the areas put up as horrible examples. Actually, if you look at all of the rest of the parks in the United States, many of them are very slightly used. If the government were to adopt a policy to get better dispersal of the travelling public and get a better and more uniform use of the other areas by their programs—by advertising and by making these facilities more readily available—I think they would postpone for quite a number of years any dramatic deterioration of the parks as a whole.

There are areas like the Valley of Yosemite National Park which gets 30,000 to 40,000 people in one day in the valley. That is overuse and I think the government is properly alarmed that there could be damage beyond repair. I think there are things they can do. One is the dispersal of people outside of the valley into other areas of Yosemite National Park. Another is to stop using Yosemite National Park in all of their literature as a prime example which draws attention to Yellowstone and Yosemite, and to use some of the other parks.

From what I have heard I do not believe you have as imminent a problem in this country. I am not so familiar with the Banff area that I can say, with assurance, that this is true. To answer your question flatly, with the knowledge I have, I do not think you have quite as imminent a problem as they have in the United States. Action is being taken in the United States to prevent it from being too damaging and additional policies could alleviate further the possibility of this damage by getting still better dispersal of the people.

Mr. DINSDALE: In the United States, according to recent legislation, the shift is away from public to private operation of concessions. This interests me in the light of the emphasis on conservation in the national parks system. What is the reason for this shift, as outlined by the legislation that was passed last year?



Mr. HUMMEL: I think the reason is the long experience they have had. Public ownership and operation sounds nice; it sounds democratic; it sounds as if it were going to do a job. The fact of the matter is that our experience has shown that the contrary is true. The man who has a financial interest in a place spends a little more effort to protect its value both in terms of how it looks and its value in serviceability so that it attracts the proper patronage, and the result of experience has been that private enterprise is a better conserving factor than public enterprise. I have spent quite a bit of time in the public sector and know some of the problems from that side, and it is very easy to spend money—perhaps, too much money—and make too elaborate an institution which will not carry itself when you are spending the government's money and not your own. You think twice when you spend your own money. Having served as mayor of my community and having had other government jobs where I spent public funds, I know it is much easier to talk readily in terms of what is going to happen, but when I spend my own I am a little more careful. Maybe that is an admission.

Mr. DINSDALE: I have one more question, Mr. Chairman. The rationale for the change in policy has been presented by the Minister as a desire to curb crass commercialism; that people who have these special concessions and rights in the park will abuse them for the sake of their own personal aggrandizement and so forth. It seems to me that in Canada we have now developed a co-operative attitude towards the wise management and multiple use of our renewable resources. The Chairman of our newly formed Federal and Provincial Parks Association Mr. Frame, was before us and he came out strongly for private enterprise. I think the crux of the matter is private enterprise operating responsibly within the terms of reference of the conservationist principles. Obviously this has been accepted in the United States.

Mr. HUMMEL: Yes, sir, and I think it has a great deal to support it in actual history. It works better in the way of a proper relationship between the public sector and the private sector, and gives the best performance in the end. Regarding the assertion of crass commercialism, that can be controlled by the regulations which can specify what is to be permitted in the parks. There are, of course, differences of opinion as to what should be in the parks. For example, for many years they would not allow a ski operation—a chair-lift. They have acknowledged that it is advisable now in Yosemite National Park and the winter use there is bringing the people in to get an opportunity for the wider use of Yosemite by the establishment of a chair-lift in an area that does not infringe on the principal features for which the park was set aside. In the United States, at least, the theories on that are changing.

They are much more stringent on that side regarding what can be put in a park than you are on this side. That is another whole field in which there are great differences of opinion. But crass commercialism can be controlled without your owning the property to do it. You have the regulatory and police powers necessary to control it if you want to do so.

An hon. MEMBER: Hear, hear.

Mr. DINSDALE: Thank you, Mr. Chairman.



Mr. WATSON (*Assiniboia*): Mr. Chairman, a question was posed to Mr. Hummel earlier regarding the amount you paid to the government and I believe your answer was, possibly in the neighbourhood of \$50 per quarter. When we were at Jasper and Banff, some of the men who have concessions for various forms of entertainment and operating businesses there stated I believe, that they had to pay an additional amount of their gross income or their net income. Do you have to pay to the government a portion of gross or net income from your facilities at Waterton Lakes in addition to the \$50?

Mr. HUMMEL: I do not. This has been a subject of tremendous argument on the United States side. The first question is, what is your objective? If your objective is proper service at reasonable rates so that all citizens can enjoy it, then the more you take out in the way of a rent the higher the rates are going to be because the person who uses your facilities has to pay that revenue. Parks, as such, have never been established as a revenue vehicle. I think you would be in trouble, as they have been in trouble on the other side in cases where they raised the rents too high. It came out in the form of too high to use, because when you combine a short term of three months of operation with a high rent, you end up with a high rate and you allow only the affluent to use the facilities and not the general citizens. So, it has a self-defeating aspect built in. To be honest, I think your rents over here are inadequate; I think they should be re-examined because I believe you should pay whatever the value of the service is. Specifically, the Prince of Wales has not been a very profitable operation and while we paid a pittance—which is inadequate, and I think the government is entitled to more for the services that are performed—do not go too far because you will get into trouble if you do. Do not try to make your parks a revenue-producing vehicle. It is self-defeating.

Mr. WATSON (*Assiniboia*): I have another short question and this arises out of what Dr. Haidasz mentioned about the amount of new accommodation. Do you believe the new accommodation that has been put up—and, we are going to presume, on a short term lease—would be of the type of construction that would last into another term of lease corresponding to, say, the Prince of Wales, which was built with the idea of being on a perpetual lease?

Mr. HUMMEL: I think the obvious answer is, no. You would have never built a facility of the type of the Prince of Wales Hotel except on a perpetual lease or a fee basis. You cannot afford to make that kind of an investment under any other lease, and the result is that you will get shabby construction in your parks, not only shabby in appearance but costly, because when you build cheaply your maintenance costs skyrocket. Opportunities for real hazard also skyrocket where you normally do not have adequate fire protection; you try to cut corners by not having proper installation of electrical facilities, steam facilities and so forth, for heating. You are asking for trouble and, in the end, it is going to be paid for by the individual who comes into your park in terms of higher rates. Economics just dictate that.

Mr. WATSON (*Assiniboia*): Thank you.

The CHAIRMAN: Gentlemen, I believe this concludes the proceedings of this Committee meeting.

On behalf of the Committee, Mr. Hummel, I wish to express our appreciation for your appearing here this morning and for being such a good witness and giving us the benefit of your experience in parks' business.

Mr. HUMMEL: Thank you, gentlemen it has been my privilege.

The CHAIRMAN: Gentlemen, I expect that our next meeting will be a week from today when we shall hear Mr. J. A. MacDonald, the senior Assistant Deputy Minister and, perhaps, the Minister himself will be here. If Mr. MacDonald is available, he will be here a week from today; if not, it will be a week from next Tuesday. The purpose of having Mr. MacDonald here is to give us the benefit of the Department's views on policy. After that, the Committee will proceed to prepare a report for Parliament, which I shall have the pleasure and privilege of presenting, which will be the conclusions of our visit to the parks and our recommendation to the government.

Mr. DUQUET: Mr. Chairman, may I draw your attention to the fact that next week will be the seventh and many members of the Committee will be out with the Agriculture Committee. Personally, I will be in Quebec. Perhaps it would be a good thing to find out how many members will be away.

The CHAIRMAN: I will leave it this way; the Committee is adjourned to the call of the Chair.



HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966-67

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STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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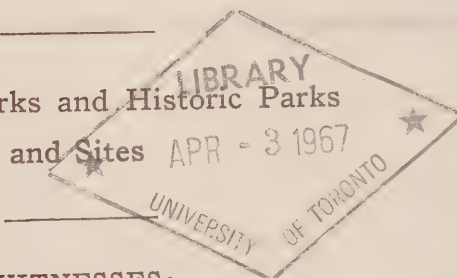
MINUTES OF PROCEEDINGS AND EVIDENCE  
No. 23

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THURSDAY, FEBRUARY 16, 1967

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National Parks and Historic Parks  
and Sites



WITNESSES:

The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; *and from that Department:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967



STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:* Mr. R. J. Orange

and

Mr. Barnett,	Mr. Horner ( <i>Jasper-</i>	Mr. McWilliam,
Mr. Chatwood,	<i>Edson</i> ),	Mr. Neveu,
<sup>1</sup> Mr. Côté ( <i>Nicolet-</i>	Mr. Kindt,	<sup>1</sup> Mr. Nixon,
<i>Yamaska</i> ),	Mr. Lambert,	Mr. Simpson,
<sup>1</sup> Mr. Cowan,	Mr. Laprise,	Mr. Tucker,
Mr. Dinsdale,	Mr. LeBlanc	Mr. Watson
Mr. Gundlock,	( <i>Rimouski</i> ),	( <i>Assiniboia</i> ),
Mr. Habel,	Mr. Lind,	Mr. Woolliams—(24).
Mr. Haidasz,	Mr. Mather,	

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Messrs. Roxburgh, Crossman and Duquet, on February 15, 1967.

ORDER OF REFERENCE

WEDNESDAY, February 15, 1967.

*Ordered*,—That the names of Messrs. Nixon, Côté (*Nicolet-Yamaska*) and  
owan be substituted for those of Messrs. Roxburgh, Crossman and Duquet on  
ie Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*



## MINUTES OF PROCEEDINGS

THURSDAY, February 16, 1967.

(33)

The Standing Committee on Northern Affairs and National Resources met this day at 9.55 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Cowan, Dinsdale, Habel, Hailasz, Kindt, Lind, McWilliam, Neveu, Nixon, Orange, Tucker, Watson (*Assiniboia*) Woolliams—(15).

*In attendance:* The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; *and from that Department:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

Mr. MacDonald gave a statement, based upon a document titled "Statement on the National Parks of Canada . . . from the Department of Indian Affairs and Northern Development, presented on February 16, 1967...", copies of which were distributed to the members.

In the course of his statement, Mr. MacDonald was questioned, and Mr. Laing provided related information, from time to time.

With Mr. MacDonald's statement continuing, at 11:20 a.m. the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*





## EVIDENCE

*(Recorded by Electronic Apparatus)*

THURSDAY, February 16, 1967.

The CHAIRMAN: I wonder, gentlemen, if we could proceed with the meeting. There is probably no resolution anyway. Are there any objections?

Mr. WOOLLIAMS: Now is the right time to have a resolution.

The CHAIRMAN: We are two men short, are we not?

Mr. WOOLLIAMS: Well, as far as I am concerned if you want a motion, I will move it. Let us proceed. I am the best Conservative here because I am the only one.

An hon. MEMBER: Let us vote on your motion and let us start.

Mr. WOOLLIAMS: Well, I say start. No one is going to object to it. Let us go.

The CHAIRMAN: Gentlemen, then with your indulgence and permission, I will say that we may proceed. Mr. Haidasz, have you something?

Mr. HAIDASZ: Is there a time limit to today's meeting?

The CHAIRMAN: Yes, we must be out of here by eleven o'clock, Mr. Haidasz.

Mr. HAIDASZ: I guess you had better get started.

The CHAIRMAN: Then on the matter of national parks, gentlemen, we have with us today the Honourable Arthur Laing, the Minister of Indian Affairs and Northern Development, and Mr. J. A. MacDonald, the Senior Assistant Deputy Minister who accompanied the Committee to Banff and Jasper.

In accordance with a recommendation of the subcommittee on agenda and procedure which was approved by the main Committee, I wrote to Mr. MacDonald inviting him to appear before us to provide information on the major issues of national park policy as raised by briefs presented in connection with the Committee's visit to Alberta.

As decided by the Committee, Mr. MacDonald was also requested to include comments on the following matters: local autonomy: communication between people in the parks and the department; zoning for balancing varied interests; perpetual leases—how many persons no longer have them—how many persons still have them; renewals of commercial leases; personal hardships.

I also suggested to Mr. MacDonald that it might be suitable for the Minister to be present, and I am glad on your behalf to welcome him here also. I also wish to recognize the presence of Mr. Steer who was invited by the Committee to be here at this meeting as an observer. Now, gentlemen, I am going to ask Mr. MacDonald to proceed.

Mr. WOOLLIAMS: Before he proceeds, and I will be brief. I did not realize there was a time limit on this meeting. You say we are going to go until eleven

o'clock. We have Mr. Steer here. We are going to have a certain statement by the Deputy Minister and I would have hoped, particularly on one phase of it that there would be time, either at this meeting or today, to ask a few questions in reference, particularly to the main subject. I think the real concern and grievance of the parks is on the leases themselves. It might be a suggestion, and may be he can start with that phase and then we could ask a few questions.

The CHAIRMAN: Oh, yes, indeed.

Mr. WOOLLIAMS: Because if we are not able to question him and he speaks for an hour with the Minister, well, that does not leave us in a very fair position.

The CHAIRMAN: Well, we will certainly consider that, Mr. Woolliams, indeed.

Mr. WOOLLIAMS: Because, otherwise I do not know why we have to be out of here by eleven o'clock. Why can we not have two hours and get it over with?

The CHAIRMAN: The reason is first of all that we must vacate the room. Secondly, half of the members here have commitments to other committees at eleven o'clock.

Mr. WOOLLIAMS: Yes, I know but this is a very important matter. It is not only the parks of Canada.

The CHAIRMAN: I try to do my best.

Mr. WOOLLIAMS: Well, we have pretty well got a quorum now.

The CHAIRMAN: Yes, I know. Well, gentlemen, then shall we proceed. Mr. MacDonald.

Mr. J. A. MACDONALD (*Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development*): Mr. Chairman and gentlemen, we welcome this opportunity to appear before the Committee and offer some comments on the wide variety of matters that have been raised in briefs and in verbal testimony before you here and on your trip out west.

Of necessity, this has produced a lengthy presentation on our part because a great number of subjects were raised, as you are well aware. To save time we have not tried to identify the particular briefs, and indeed, many of the points appeared in several of the briefs and therefore it would have been repetitive.

What we have tried to do was to ensure, we hope, that we have touched on all of the matters that were raised before you at one time or another and tried to state what we believe to be the policy or the practice or the facts. In trying to get through this brief, I might with your indulgence, skip some sections which are reaffirmations of policy for the sake of the record so that we would be clear, members reading it later on, and deal rather more particularly with some of those sections which are critical. In that vein, I would turn to page 2 of the brief.

Mr. BARNETT: On a point of order, Mr. Chairman, if I might—

The CHAIRMAN: Would you please speak louder.

Mr. BARNETT: On the suggestion that he not read the entire brief, I agree with that, but I wonder if we could understand that the full statement would be appended to the proceedings of today's meeting so that it would be available for

is in the printed proceedings of the Committee. I would be prepared to make such a motion if that is required.

The CHAIRMAN: Well, Mr. Barnett, we can consider that at the end of Mr. MacDonald's presentation. Mr. MacDonald would you please proceed.

Mr. MACDONALD: The first part is a statement of National Parks purpose which we wanted to include so that members would have before them a statement of what the parks are for and what statutory limitations surround them and that is laid out and covered in the balance of the section.

On page 4, we note that a large number of Canadians agree with the statement of National Parks Policy but fear erosion of the policy through pressures by encroachment by inappropriate commercial development.

The Mountain National Parks are among the most critical areas in the National Parks System, since they contain established patterns of commercial development. Moreover, the Mountain Parks contain excellent recreational potentials such as superb skiing areas which have been made accessible by the National Parks road networks.

Public thinking or the public concept of National Parks in our experience tends to fall into three main schools of thought:

- (a) Those who quite properly appreciate the scientific and aesthetic values of wilderness and who wish to see National Parks maintained as inviolate sanctuaries of nature. This is a small group but nevertheless they are correct enough, in that preservation of the natural scene in perpetuity is, and should be, one of the fundamental purposes of National Parks. They fear the gradual erosion of this principle.
- (b) Those recreationists who do not realize or concede the special nature of National Parks and regard them simply as superb areas for almost any kind of recreation—in other words, a National Park and a large recreation area to them are synonymous terms.

Mr. WOOLLIAMS: What page are you on?

Mr. MACDONALD: Page 5. I am trying to jump through it.

Mr. WOOLLIAMS: I just wanted to follow you.

Mr. MACDONALD: I am dwelling only on those points on which I would like to lay emphasis and skip the other parts. The third group we detect are those,

- (c) in between, the majority of the citizens who have a general appreciation of the National Parks as specially dedicated areas and part of our national heritage. At the same time these people wish opportunities for appropriate outdoor recreation in addition to sightseeing and interpretation of nature.

We find that we cannot satisfy fully the two extreme points of view. However, by wise management we can satisfy the reasonable expectations of many preservationists and the majority group—the average citizen. This we can do by zoning and creating additional National Parks to complement and enhance the system. Because they are “national heritage areas”, the National Parks cannot and should not attempt to meet the needs of every kind of recreation which is suggested for the areas simply to capitalize on the prestige and quality of these national domains.



To cope with this we have a planning unit as a distinct part of our organization it is of comparatively recent vintage and we have had our problems in securing the required specialized staff. Additionally, the unit has had to spend much of its time on first aid action, rather than on the research and study necessary to prepare overall development plans for each park. In clarification of that the great boom in outdoor camping has created an enormous program which our planning staff has had to be diverted from time to time to appropriately site increasing camping sites. I cannot stress too much that proper planning takes time.

National Park planning basically covers four areas:

- appraisal of parks requirements; assessing the type and quantity of park needed,
- park system planning involving selection and classification of parks according to use potential,
- research into and appraisal of park use trends,
- preparation of master plans for the development of individual parks.

At present we have a broad, statement of policy which requires some elaboration for detailed application. At the same time we have been developing overall master planning to the point where we will soon be able to outline the specific objectives and the broad development concepts appropriate to each park in accordance with National Park purposes and the character of the park. And I think we showed members who were out on the western trip a bit of this in the development plans for the four western parks when we stopped at lower Lake Louise.

Following along on page 7 we have a section on the need to round out the National Parks system and we indicate some kind of parameters. We did point out that some authorities have stated that two to three per cent of a country's area should be set aside in National Parks or equivalent reserves (major provincial parks). We can assume the provincial parks of Canada will accept responsibility for a reasonable portion of this area.

On the National Park scene we are concerned about Park System Planning and we are attempting to visualize and plan for a fully representative National Parks System to fulfill not only present but future needs. Eighteen National Park proposals throughout Canada have been studied during the last six years. Fifteen of these have the potential for a National Park.

It would be stretching the Department's present capability to assimilate even one additional new park a year. This would involve an increase in budget of about eight to ten per cent annually, over and above the normal increase of what we have today.

To achieve an adequate representation of Canada's heritage at suitable scale, we would require forty to sixty new National Parks in the ultimate system.

The acquisition program in some views at least, could be or should be complete by the year 2,000 but 1985 might be a target date if elements essential to the system are not to be lost. (The U.S. National Parks are making a major effort to round out their system by 1972.)

This is really a race against the urban sprawl, the loss of land to other purposes. It has become so costly that recovery is almost prohibitive.

Ideally we should be acquiring two to three new National Parks per year to complete the basic system by 1985. Many of these should be primarily wilderness parks with less development for example than in Banff and Jasper. In some cases motels and ancillary recreation facilities of a more urban nature should be located outside the parks.

This we, for example, are endeavouring to do in the Atlantic parks where we can do it with the geography.

The basic element in the overall planning for each park is zoning. In accordance with the principles of the National Parks Act and National Parks purpose, it is clear that most of the land area in each park must be retained in a wilderness and near wilderness state. The Act provides that these unique natural areas should be preserved. Now, we point out that they still have to be enjoyed by the public. It is the reconciliation of the preservation and enjoyment that is at the crux of the planning objective.

This means solving the problem of a proper balance between the character and intensity of public activity and the ability of various regions in a park to support such use without impairment of the natural resource.

In other words, without being self-defeating. The purpose of zoning is to give order to planning and development by delineating the appropriate use for each area and setting forth policy objectives for each zone which will ensure protection of the primary resources yet provide appropriate facilities for public activity, understanding and enjoyment of the attractions.

We point out that the zoning concept for National Parks is based primarily on two major zones:

#### *The wilderness zone and a transition zone.*

Wilderness Zones will consist of large areas, 40,000 acres and up, where no development will take place, (other than trails and primitive shelters). Appropriate public use is actively encouraged. In the smaller parks, such large Wilderness Zones are not possible, but even these parks permit the setting apart of natural areas managed and used in the same manner as the Wilderness Zones.

The term Transition Zone in our vocabulary, covers National Park land outside the Wilderness Zones. While the emphasis is still on the preservation of the natural features and attractions, the Transition Zone contains the arteries of travel and communication and the accommodation and activity centres of the park. It is important to preserve the wilderness character of the areas adjacent to developed areas. In the Transition Zones we must stress the intimate relationship of the natural surroundings to any developments and the necessity for activity centres to serve park purposes and to fit into the natural scene.

It is clear that the facilities associated with access, accommodation, services and popular recreation pursuits can best be provided in what we might term "activity areas", "development areas" and "visitor services centres". These must be defined and designed according to purpose and the character and extent of land available. These development areas are, in effect, the development plan fitted into the Transition Zone.

A preliminary zoning plan has been worked out for the four contiguous mountain parks, Banff, Jasper, Yoho and Kootenay, showing ten Wilderness

Zones encompassing about one third of the area. The remaining two thirds are classed as Transition Zones. Present and planned facilities associated with access, accommodation and heavy use are contained within the Transition Zones.

Mr. WOOLLIAMS: Could I just stop you here to ask one simple question. When was that preliminary zoning plan developed? Could you tell us what year?

Mr. MACDONALD: About 1963. It continues to be worked on in survey and details. Zoning of each park is being given intensive study. Wilderness zones in particular should be delineated by legal descriptions and legislation to give them permanence and security. Clearly this requires close and detailed study so that once established the zoning will be well conceived and realistic.

By using legally established zoning, we are confident that we could maintain adequate wilderness areas. By firm zoning we could also channel and guide future development in the other zones along lines which would preserve the parks and meet the legitimate needs of the majority of the visitors.

We have an obligation to make enjoyment of the National Parks reasonably available to the general public and to families as well as to more specialized interest groups. We believe that by well conceived and permanent zoning of wilderness we could maintain regions of unspoiled natural habitat. In addition we could provide for the general visitor who wishes to enjoy the National Parks as unique examples of our national heritage but who may not have the inclination or the ability to enjoy a full wilderness experience.

#### *Pressures Upon Wilderness Zones*

Many submissions to the Committee express fear that erosion and deterioration of Wilderness Zones may take place. The Wilderness Zones should be kept maximal. Furthermore, and this point we would like to emphasize, the large Transition Zones should be largely wilderness or semi-wilderness.

It would be a mistake to think of a transition zone as not relatively in its natural state, and I give you the example of the Banff-Jasper highway that we drove along. That is a transition zone in which you see very little other than the natural scene.

#### *Wilderness Use*

And we point out here what we think to be the limits of use in the wilderness zone which I do not think is a critical issue and I will skip. We include finally on page 12 a point of scientific importance of ecological systems which we include for the sake of completeness. Then we touch on the fear of over-development and we point out that we have not publicized our overall planning for each park since such plans take a great deal of time and study to develop. These comprehensive plans will outline the ultimate appropriate development for each park, according to its capacity and natural characteristics. When these plans are at a more advanced stage and can be publicized, the visitor facilities and the development deemed appropriate for each park will be evident. We can then receive and consider pertinent representations and suggestions from interested groups.

#### *(a) Commercial Development*

Sound long-range planning takes time to develop and take effect, as I pointed out and commercial expansion is and will be guided by overall park planning which will be based on these and park purposes.



*(b) Campgrounds*

One or two submissions suggested the risk of over-development of campgrounds. Campgrounds in the larger parks have been regarded as a public convenience providing opportunity for an outdoor holiday experience. There will indeed be a limit on the number of campgrounds which can reasonably be provided. The number of campgrounds which can and should be provided will be specified in the long-range plan for each park. In some parks to be established in the future the size and nature of the park may indicate that campgrounds and motels should be provided outside the park by private enterprise.

*(c) Skiing Developments*

The Department has adopted the policy that it will permit the development of certain outstanding skiing areas in accordance with the plans. Some do not agree with development to this extent; others want unbridled development. While some of the existing facilities are not ideally located or developed from a parks standpoint, we consider that a moderate amount of planned development can be permitted outside the Wilderness Zone without significant effect on park values. And that is what we are doing.

The number of areas to be developed will be limited to appropriately zoned areas with exceptional potential for skiing. As this policy is better understood, development of suitable ski areas outside the parks can be expected to take place. There is recent evidence of this in new developments which have been located in the vicinity of the parks.

*Tourism and the National Parks*

We agree with the suggestions in several briefs that the natural qualities of the parks must be preserved, otherwise their special attractions both for Canadians and tourists will be lost. The primary object of National Parks, which must always govern, is the preservation for the benefit of all Canadians of unique natural areas of this country in their natural state.

While National Parks are not established to attract tourists there is no doubt that the economic advantages of tourism are a valuable side benefit. Tourist developments and attractions which would be in conflict with the basic purposes of National Parks would be unacceptable regardless of dollar benefits. However, this problem is largely academic—National Parks are a great tourist attraction precisely because they are single purpose areas preserved for a specific kind of recreation and enjoyment. As a tourist attraction they need no more enhancement than access and accommodation.

Now we have another section of development of trails and facilities for enjoyment of natural areas, and we point out that this type of use has doubled in the past seven years and the corresponding need for facilities and substantial expenditure on major roads, campgrounds and picnic areas has resulted.

Then we conclude this section on page 15 by a point on the interpretation program which we happen to think is central to administration and we say that the National Parks interpretation program is being developed to become the key function in the parks. It is intended to translate information about the natural features of the park domain into an interesting and meaningful appreciation program. Through this medium the park visitors' eyes can be opened to the fascinations of geology, geography and living things.



The emphasis in this area will greatly increase with the acquisition of staff and facilities. As the overall program evolves, we hope the opportunity will arise for our park naturalists to accept more speaking engagements in centres outside the parks.

Our experience has shown that this kind of activity has been very favourably received by the public and their interest has been very real. On page 16 we have a section dealing with the Land Tenure System.

Mr. WOOLLIAMS: Just before you read page 16—and I am not trying to interrupt you in your brief, but there is something I like just to follow on that point for just at the moment. Is there a liaison between your department and the Department of Trade and Commerce in reference to the advertising of parks. I have asked the question in the House and I have the information in the file, I am not going to deal with that, of the number of millions of dollars that are being spent by Trade and Commerce in reference to advertising the parks for tourists. Is there a liaison between the two departments in that regard?

Mr. MACDONALD: There is a very good liaison, Mr. Wallace and I and our officials have met and propose to continue to meet. We have complete agreement and are dovetailing our types of advertising.

They accept the necessity to spread the appeal of Canada to something beyond the National Parks, while retaining in the National Parks the very distinct features of Canada. We have good liaison and quite good co-operation.

Mr. WOOLLIAMS: I might just say just briefly here, that your director on a certain action in certain discovery swore under oath—I am not going to deal with it right at the moment, but I will when I examine him—that as far as he was concerned, the Department of Northern Affairs never approved, and I can read it right from the discovery, the advertising by the Department of Trade and Commerce of the parks for tourism and that it has caused some friction. Would you say that under oath the director was misinformed at that time.

Mr. MACDONALD: No, I think he probably was accurately stating the situation as it prevailed at that time. I am happy to report it is not now the case; we have very good liaison and good agreement.

Mr. WOOLLIAMS: That must have happened in the last three weeks.

Mr. MACDONALD: No; it happened last summer.

Mr. WOOLLIAMS: I am just pointing that out.

Mr. MACDONALD: I will come back to Mr. Woolliam's point on that later and give further explanation, but on the land tenure system we point out some of the earlier history of the development of the National Park Springs, which I think, most members know, developed from an early effort to develop privately the hot sulphur springs at the foot of Sulphur Mountain, near what became the town site of Banff. This was reserved at that time and Banff Park sprung from further increases from that point.

It was recognized at the outset that private land ownership was not compatible with the objectives of National Parks. As the use of parks expanded, however, private enterprise was given the opportunity to serve visitors to the parks. The land tenure system adopted to meet this need was that of leasing, so

that public lands would not be absolutely alienated. One commonly-used definition of a "land lease" is "a contract by which a lessor, usually in consideration of rent, conveys land to a lessee for a specific period of time or for a period terminable at the will of either party".

When the first National Park was established there was discussion in the House of Commons over proposed lease terms. Provision was made to grant leases for terms of 42 years with provision for repeated renewal. Due to a very great extent to the very large capital expenditures by the Federal Government and to the enormous increase in park visitors, especially in recent years, the value of leasehold property has been greatly enhanced. As a result, sales of leasehold interest have often been made involving exorbitant profit to the leaseholder with no commensurate return to the landlord—the citizens of Canada. Today there are approximately 2,500 leases and licenses of occupation in existence. Seventy per cent are old leases containing renewal clauses on expiration of each 42 years.

Mr. BARNETT: May I ask if that total represents the number of leases in all the parks in Canada.

Mr. MACDONALD: Yes. Fourteen per cent are for 42 years, with provision for single renewal for 21 years. The remaining sixteen per cent have been issued since 1962 and are for 42 years or less without provision for renewal.

Hon. Arthur LAING (*Minister of Indian Affairs and Northern Development*): It might be well to say that a large proportion of that total is in the western parks. What proportion would it be.

Mr. MACDONALD: An overwhelming proportion; over 90 per cent, because in the Atlantic provinces wherever possible we are trying to locate the commercial developments outside the boundaries.

Mr. LAING: Our considerations and the thinking that we have been doing recently are largely with the view in mind that we are going to be confronted in the Atlantic provinces very quickly with the same problem that we have in the West.

Mr. WOOLLIAMS: Of course the Atlantic provinces' parks are so much smaller in area.

Mr. MACDONALD: They are smaller in area, Mr. Woolliams, but interestingly enough the wave of the future almost in terms of visitation is hitting the Atlantic provinces, coming from the eastern seaboard of the United States, as well as Ontario and Quebec visitors, now travelling rather more distantly than they did.

Mr. WOOLLIAMS: Not exactly Banff with 1,700,000 to two million people going through the gates every season.

Mr. LAING: This is going to change; we are within two days driving of one hundred million people. We are going to have a real tidal wave of people.

Mr. MACDONALD: Prince Edward Island National Park had one million visitors.

Mr. WOOLLIAMS: I am not saying it will not change, but I am just pointing out what has been the practical result in the past.

Mr. MACDONALD: It is quite true, the history of the National Parks developed in the Western parks and spread.

Mr. WOOLLIAMS: More people have visited Banff National Park and Jasper than all the other parks put together.

Mr. MACDONALD: No.

Mr. WOOLLIAMS: What is the percentage.

Mr. MACDONALD: Fundy has three quarters of a million. Prince Edward Island has one million visitors; it is amazing.

Mr. WOOLLIAMS: About two million went through the Banff National Park, I have the figures.

Mr. MACDONALD: But in any event, there is no question that the mountain parks are a distinctive and very beautiful part of the system, and because of their large geographic area have presented more of the kind of problem that we are talking about now, because more of the accommodation is located within the boundaries of the parks.

Mr. LAING: Cape Breton is 851,000.

Mr. COWAN: Mr. Chairman, I would like to ask the witness, if he had a good lawyer, I might ask him—how is it that you can have a 42 year lease on a park when Thorensen's law itself limits you to 21 years. I do not like this 42 year angle on leases. What is the legal basis of that?

Mr. MACDONALD: I do not know what the legal basis is, sir; it somehow became enshrined in the earlier period. None of us can find in the files what led to the particular sanctity of that 42 year period.

Mr. COWAN: It looks ridiculous to me; It is twice 21; 21 is the limit by Thorensen's law.

Mr. LAING: This goes back to the debate when Banff was formed. Sir John A. Macdonald took the bill himself, but he was opposed by Cartwright. Sir Richard Cartwright said there must be a terminable lease here and it should not be more than 21 years and Sir John A. Macdonald said that he did not think that Canadians could be encouraged to build beautiful homes in the park on a 21 year lease and it was finally left on the basis where Sir John said that he knew the people of Canada could trust this government and the succeeding governments to do the right thing. We are still in that position today.

Mr. COWAN: I do not know that we need be governed by that expression by one man. He is the one that gave the CPR the telegraph rights along the intercolonial railroad too.

Mr. MACDONALD: We may say that we find the 42 year term convenient as a standard term for residential leases now and in the future, because they exceed by a reasonable margin the mortgage requirements that a lender would put out. The mortgages sometimes went up in extreme cases, to 35 years, and another 7 years on top of that is the sort of thing that the mortgage lender would like to have.

Mr. COWAN: We protect the dollar, rather than worry about the visitors to the parks.



Mr. MACDONALD: No; in this case we are trying to protect the person who has to live and make his living in the parks.

Mr. COWAN: That makes it the mortgage lender just now.

Mr. MACDONALD: It is also the person who wants to build a home and has to get a mortgage.

Mr. COWAN: Have you ever been able to negotiate a 40 year mortgage yourself, sir?

Mr. MACDONALD: Thirty five years.

Mr. COWAN: I ask you if you have been able to negotiate a 40 year mortgage.

Mr. MACDONALD: I have not had the need to, sir.

Mr. COWAN: Neither have I. How many times have you ever heard of a 40 year mortgage.

Mr. MACDONALD: No, 35 years I have said. I am just taking that, that is what they are prepared to do, and the reason the lenders have gone in that direction has been sociological to let people of low income get into the position of earning and owning a home.

Mr. COWAN: You mentioned a little while ago beautiful homes in the parks. Mortgage lenders would not want to lend that amount of money for the most beautiful home. Now you are talking about the poor people.

Mr. MACDONALD: I do not want to find myself in the rather odd position of defending a 42 year lease, because indeed our administrative practice under the direction of the Minister has been in the commercial area, where I think the points we are making, I would think, have some additional pertinency. We are trying to reduce the term from 42 to whatever is appropriate and we have written leases for 21 years on very large investments. In other words just exactly whatever the situation requires to produce the facilities to serve the visiting public.

Mr. COWAN: Are you renewing any at 42 years?

Mr. WOOLLIAMS: Mr. Chairman, in view of that interruption with reference to 42 year leases, I think it should be made clear that there are three kinds of holding of land in the parks. There is a 42 year lease, as my good friend Cowan mentioned, there is a 99 year lease and then there are leases in perpetuity. I would like to remind the committee that and we have a page 4 in the Northern Affairs brief it says—this is dealing with leases in perpetuity. Before I read that it says:

We also have land in fee simple, owned by the CPR and other people in the parks.

so you have at least for kinds of titles. So you cannot confine your whole argument to the 42 year lease.

It is interesting to note that the legal officer either of the Department of Justice or the legal officers of the Department of Northern Affairs, and I presume and assume the department are bound by advice of those legal officers, said this



and I am quoting from the document of the Department itself which was issued to the Members of Parliament after hearings at Banff:

On normal renewals of perpetual renewal leases, the department can probably be forced to issue renewal leases also containing the perpetual renewal lease clause. On a normal renewal of a perpetual renewal lease we cannot legally force the lessee to take only a 42 year lease with a 21 year renewal etc.,

I am pointing out that was the legal advice given the Department of Northern Affairs by the Department of Justice or their legal officers and of course that was confirmed by a very learned and able brief presented by Mr. Steer, Q.C.

What the department are doing now, and I would like to hear something about that at this moment, is saying to people with leases with perpetuity of assignment, without the legal right, without an act of Parliament. If you want to sign that lease, you have to take something less, and this to me is straight duress.

On the fee simple situation, where they wanted four acres of land for the highway, they expropriated 60 at fee simple. This question was asked under oath but to Mr. Coleman on a reference to an examination for discovery of an action that will be coming to trial this March. This is what he was asked. Here is just exactly the position you are in

So it was really then the result that you were not able to negotiate for the four acres for the highway that you actually took the total 60 acres  
Answer: Yes.

In other words, if the Department did not feel they would get the four acres cheap enough they took sixty acres.

This is the situation when you start talking about 42 year leases. We do not want to confuse the situation. Mr. Cowan may be right in reference to the 21 year lease and the 42 year lease, but we are dealing with security of tenure of land in reference to 99 year leases, fee simple, leases in perpetuity and I would like to see a breakdown of the 2500 leases, of what kind we are talking about; whether they are 42 year leases, 99 year leases, leases in perpetuity and how much land is held in fee simple and by whom.

Mr. MACDONALD: Mr. Chairman, I do not know which of these to take. Do you want me to go on with my brief or do you want to deal with the point?

The CHAIRMAN: Let us go on with the brief.

Mr. MACDONALD: With the brief—

Mr. COWAN: Let us not clear up any points as we go along. Let us go on with the brief.

Mr. MACDONALD: Right.

Mr. COWAN: Which I think is nuts!

The CHAIRMAN: Mr. MacDonald, proceed if you please.

Mr. MACDONALD: As to this issue of legal opinions we will be prepared to put in testimony what the situation is. We have formal written opinions from the Deputy Attorney General on this. If I may carry on with the brief.

Mr. COWAN: If you are going to produce that for the future can you find the court judgment. My friend Mr. Woolliams has just quoted the opinions of various lawyers, I would like to see a court judgment on the issue.

The CHAIRMAN: Gentlemen, I think we should hear Mr. MacDonald first and then there will be time for questioning.

Mr. COWAN: And when time comes we have to move out at 11 o'clock, then we will disappear. Go on!

The CHAIRMAN: We will have another meeting.

Mr. WOOLLIAMS: I will be happy to come back.

Mr. MACDONALD: In all leases, the Crown reserved significant rights. In most cases these included:

1. Prohibition of assignment without the written consent of the Minister.
2. The right to review periodically the rent charged and to charge a rent equal to the annual value of the land.
3. Restrictions on the use of the land.

These rights were not applied with appreciable concern in early times when park use was low and business opportunities and investment were small. As a more affluent business climate evolved with greater mobility of our population, and park visitations skyrocketed after the mid 1950's, the circumstances were altered drastically. Casual business practices had to be formalized to keep pace with the vastly changed conditions. A corresponding need for review of leasehold handling practices was pointed out about 1955.

In 1958 the granting of leases with provision for repeated renewals was ended. New and renewal leases after 1958 were for terminable periods. The majority of the leases issued were for a term of 42 years with a single renewal for 21 years. A smaller number were for a single term of 42 years only. In most cases there was provision for removal of improvements upon termination of the lease. There was no provision for compensation to be paid for residential properties on termination of leases. A terminable lease was used to replace leases surrendered by leaseholders wishing amendments to their existing leases.

By 1959 a moratorium had been placed on granting of leases for undeveloped land for summer cottage purposes. Furthermore, Order-in-Council passed at that time restricted terms of leases to 42 years only. A further amendment in 1962 gave the Minister authority to grant a single renewal of up to 21 years.

The Minister of the day in 1962 announced that land rental rates which were purely nominal would be continued only until 1970 at that level. Commencing that year, rentals were to be based on land value. 1970 was chosen as the starting date since the majority of leases in the National Parks are subject to rental review every ten years. Most reviews fall on the even decade.

Announcement of the National Parks Policy Statement setting forth policy for current and future National Parks needs, was the key step toward developing sound guidelines as a basis for more specific and detailed policies on many aspects of park administration, including leasehold matters.

The policy developed for leasehold matters was supported by consultants' reports which pointed out deficiencies in existing leasehold practices and by the

findings of the Glassco Commission which also looked into this matter. The Commission specifically commented on the lack of return to the Crown from the use of public lands in the National Parks. Studies by Departmental officers further supported these considerations.

An adequate presentation of the leasehold policy requires that residential and commercial properties be covered separately. In this way it can be shown how the policy will specifically affect lessees in various situations. The need for the differences between the two types of leaseholds has been questioned at times. However, the explanation is quite evident. In dealing with residential leases we must recognize that the primary objective is a social one—persons required to live in National Parks must have adequate accommodation at reasonable cost. Furthermore, the similar nature of the majority of residential leaseholds makes it practical to grant a standard form of lease. On the other hand, the wide variety of commercial operations in the parks and degree of competition or the lack thereof, makes a standard lease impractical. The terms and conditions must be tailored to the requirements of the enterprise concerned, be it a multi-million dollar hotel complex or a small saddlehorse concession. Additionally, the Crown should receive a reasonable return on the value of the land and the economic opportunity created by the large public expenditures on the National Parks system. This has not been the case in the past.

The residential leaseholds have as principal features:

1. A maximum term of 42 years.
2. Provision for payment of compensation at fair market value for improvements existing on the land on termination of the lease. In addition, the occupant at that time will remain undisturbed if the land is not required for park purposes. By park purposes I mean redevelopment, road or something specific.

Mr. WOOLLIAMS: Is compensation set in that regard that they get compensation by the Exchequer Court, the same as in any other commercial— Suppose they do not agree with what is fair and equitable I think people disagree on this.

Mr. MACDONALD: Oh, yes, quite. The Minister has committed himself to set-up some impartial and surely detached board of arbitration; whether it will be something based upon the provincial system, or set up with the system as a whole, we have not been able to come to a conclusion.

Mr. WOOLLIAMS: I think that is a good thing, if I might just pause there, because some of these claims have been before the Exchequer Court for 10 years. If people have to wait to get compensation for their home they will be dead before they are paid.

Mr. MACDONALD: I thought certainly as a local system of some kind.

Mr. KINDT: The word “not disturbed” connotes that this person will not be disturbed in any respect except that his home will be taken away from him.

Mr. MACDONALD: I think the impression the legal people use would be, “he would be left in quiet enjoyment of his property”.

Mr. KINDT: He would have to pay rent then.



Mr. MACDONALD: It could be nominal and—I do not know—the minister has stated that the rent is not a consideration. In other words the point here is sociological, not revenue.

Mr. WOOLLIAMS: The big thing, to hope for Mr. Deputy Minister, is that we always have a fair minister. When you have to rule the people you can always rely on fair and equitable rights in democracy.

Mr. MACDONALD: As civil servant I must state we always have.

Mr. WOOLLIAMS: Very nice.

Mr. MACDONALD: We make the point in further clarification that any person who has resided in the National Park concerned for five consecutive years immediately prior to retirement be permitted to continue residence.

4. Consent to assign present leases which provide for occupancy of park land for a total period of more than 42 years including any renewal provisions will be given only if the lease is surrendered in exchange for a fixed term lease, but continuity of the original lease will be recognized in any assignment when consent to an involuntary assignment is requested, e.g., devolution of property by operation of a will.

In other words, if in the middle of a 42 year term or a 21 year term the occupant dies and leaves it to the child or someone of the family, there is no interference with the process, because that is an involuntary transfer.

5. Residential leaseholds in the National Parks are primarily intended to provide accommodation for persons employed in providing a required service to park visitors. Consequently, the assignment of residential leaseholds is governed by the proviso that occupancy of the premises must be limited to persons required to live in the park by nature of their employment. This is a key feature.

Mr. WOOLLIAMS: Would that mean that if a person—and this has been said out there by officials—who had served the parks and the tourists for 25 years, for some reason has to quit business, maybe for health, he has to get out of the park and live elsewhere.

Mr. MACDONALD: In 3 above if he has worked there for five consecutive years prior to retirement he remains.

Mr. WOOLLIAMS: How long has that suggestion been in. That is a good one.

Mr. MACDONALD: It has always been present, sir. This is an elaboration of the point that a person will not be disturbed.

Mr. WOOLLIAMS: That is very interesting. I have some material which I will bring up later, but go ahead.

Mr. MACDONALD: There is no question where the spirit of the matter lies. It is that people who have worked there are permitted to remain there. All we are interested in doing is not establishing new residents in the park who are not required to live there.

Mr. WOOLLIAMS: I buy that. The point is, is there any law that guarantees this five years or again have we got the rule of the people and not the rule of the law?

An hon. MEMBER: Could we go without interruption Mr. Chairman?



Mr. WOOLLIAMS: I think these are important. I am like Mr. Cowan. I think that the brief is not too important. We are trying to come to some intelligent conclusion and this point is quite important, at this stage. Is there any law that guarantees; is there anything that you know of Mr. Deputy Minister?

Mr. MACDONALD: The only way I can think we could do it might be to put it in the National Park regulations which would in effect have the force and power.

Mr. WOOLLIAMS: But it is not in there yet.

Mr. MACDONALD: No, no, because—

Mr. WOOLLIAMS: It is word.

Mr. MACDONALD: —we are developing here. It is a policy—I do not know really yet whether you could successfully put it into law, but that is a matter of—

Mr. WOOLLIAMS: That is quite a promise, if you could not successfully put it into law and you say we are going to do it. That is an amazing admittance.

Mr. LIND: There are lots of things that are not put into law.

Mr. WOOLLIAMS: I have always believed in the rule of law myself.

The CHAIRMAN: Proceed Mr. MacDonald.

Mr. LIND: You sure have. I see in 1958 you believed in it too.

Mr. MACDONALD: If I can jump in here quickly

6. Existing leases will not be altered for other than the rental review stipulated therein unless—

(a) Consent to assignment is requested.

(b) The existing term of 42 years has run its course.

A new standard residential lease having a fixed term will be issued in either case.

7. When new residential sites are made available either by the Crown or by the subdivision of existing lots which are held under lease by a private individual, a standard residential lease will be granted. Only those persons who have a need to reside in the park will be eligible.

8. When new residential sites are made available by the Crown a public call for application to lease the sites will be issued.

9. Lessees who now hold 42 year, fixed-term, non-renewable residential leases granted prior to August 1965 may exchange their existing leases for new standard residential leases which provide for compensation.

We have written everyone on this point. A qualification for this exchange is that improvements on the land cannot exceed the maximum of a two-family dwelling. The new lease will be for the balance of the term of the original lease.

10. A standard residential lease will not be granted when consent to an assignment of residential property is requested or the current term of a lease expires if the improvements on the land exceed those of a two-family dwelling. In such cases, a modified commercial lease will be issued without provision for the payment of compensation on termination unless the accommodation is reduced to residential status. And then this is elaborated and the point of this

provision is designed to permit lessees who have improvements of a marginal nature such as substandard backyard cabins or suites which exceed the two-family dwelling to have a choice of being treated either as a commercial operation or as a residential accommodation and a period of about five years is to be provided. Summer cottages—

Mr. WOOLLIAMS: Just before you go to that, can you reconcile paragraph 7 with paragraph 3, when you say only those persons who have a need to reside in the park by nature of their employment.

It does not say retirement or five years retirement or business, will be eligible for such new sites. I take it that paragraph 3 applies to anybody in the past that may have worked for five years, or been in business, but would not apply to anybody coming in, in the future.

Mr. MACDONALD: Oh yes, it will.

Mr. WOOLLIAMS: Why do you say, only those persons who have a need to reside, and I do not mean you; you have the right before you. Only those persons who have a need to reside in the park by the nature of their employment, or business, will be eligible for new sites.

Mr. MACDONALD: Three and seven should be added up. They both apply. The principle is, now and in the future, that persons who have spent their working years in the park will be permitted to remain; they are eligible persons. That will have to be—

Mr. WOOLLIAMS: That is only a policy statement; there is nothing in any regulation or rule that guarantees the people; bylaws that protect you.

Mr. MACDONALD: No, but I am sure the Minister would be quite happy to have it done if it possible. We could ask the draftsman to see if it can be done. This is the Minister's stated policy and we propose to apply it and if it can be made a part of the regulations, I think we would try to do that.

Mr. LAING: That is where it belongs. It does belong in an act. Surely it is part of the regulations.

Mr. WOOLLIAMS: I am saying, Mr. Minister, with the greatest respect to you, there are no regulations that make these guarantees and I am sure the Minister with his appreciation of democracy appreciates any civil right we have either exists in common law or in statutory law, and those rights, because of the rule of law, which is the basis of democracy protects and guarantees equal civil rights. I do not say this Minister would do it, because he is very fair minded but we might get a mean minister in the future like we have had mean dictators in the world and a mean minister might not interpret the policy in that way. Without the law the people are not protected.

Mr. LAING: I thought you were going to say like you had mean ministers in the past.

Mr. WOOLLIAMS: I was going to say that but I did not want to hurt you.

Mr. MACDONALD: With the Minister's permission, if it is at all possible, to put this in the regulations, I think this would be desirable because we have put it in all the literature that we have circulated and if it can be placed in the regulations I think we would be happy to do so.

Mr. WOOLLIAMS: The reason I raised this is the people who live there and am sure I speak for them all irrespective of their political philosophy, have no confidence that these things will be carried out because we have had many policy statements. I want to be fair; I am not being critical, but there have been many policy statements that have not been carried out and they get changed from time to time.

I see tremendous changes in this statement—some of them are excellent suggestions—and if you are going to have civil rights that protect the security and tenure of land and with quiet possession whether it is residences or businesses, then you have to have those rights spelled out because people change. If the Minister gets busy, he has a big department and he does not always know just exactly what is going on in the department unless somebody in the opposition attempts to raise the question.

This is one of the problems and that is why I am interested in seeing if these are good and if they are equitable they are spelled out so the people can be guaranteed those rights by regulation or by law.

Mr. MACDONALD: Some of these, Mr. Woolliams, are in the leases. They will cover the person already in occupancy but they would not cover the situation we are talking about now. The Minister has given me permission to say that we will undertake to try to have this sort of thing enshrined in the regulations because unquestionably it will make people feel more secure.

Mr. WOOLLIAMS: This is the problem. The Minister knows of this and it was going on, if it will satisfy my good friend, even when the Conservatives were in government and before they were the government, that it is a fact that a tourist comes up with a parking violation and he cannot pay it like an ordinary person living in a city. He has to wait over and appear on a charge.

I have asked other ministers, I have asked this Minister—I am not being critical—when that will be changed and he said, “as soon as we have time to get that law passed”. I have been asking for this for ten years and this is the same thing here. If you are going to wait for law the right to get the authority.

Mr. LAING: I am told that this is being taken care of in the amendments to the act.

Mr. MACDONALD: They are coming up this session.

Mr. WOOLLIAMS: I will really congratulate the Minister if he can get that because it is a very simple thing and a very great inconvenience to all those millions of people who visit the parks and the people in the parks. We have been waiting an awfully long time for this change.

Mr. LAING: I must say to Mr. Woolliams that the uncertainty in the minds of the people in the parks has been the result of misrepresentation of the most vulgar nature by a number of people—

Mr. WOOLLIAMS: By the Minister?

Mr. LAING: Who have been going around telling the people that their houses were going to be seized. We had important people in important posts in Canada telling people that the communists and the dictators had arrived and this sort of language. It was clear misrepresentation. The truth was not told to the people who reside in the park.



Mr. KINDT: I have one question, Mr. Chairman, and I see no other time to ask it except right now. Is there any provision—I cannot see it—for the maintenance on dwellings that are taken over by the government and, let us say, the tenant who has been there and lived in the house for 42 years is still living in it. When the toilet has to be fixed is the Minister going to fix it?

Mr. MACDONALD: I do not know if he would be qualified.

Mr. KINDT: He would not have time to sit in the House if he did it to all of them.

Mr. MACDONALD: There are a number of precedents for renting dwellings of his kind. The National Capital Commission has a great number of these situations in the Green Belt and the technique is to make the tenant liable for maintenance and such taxes as may fall upon that dwelling and adjust the rent accordingly so he comes out roughly at the same position.

Or, alternatively, you could do as the Central Mortgage and Housing Corporation or any other large real estate outfit has. If you have a great number of houses, you are the landlord and you keep up the landlord's repairs and the tenant keeps up the tenant's repairs. There is nothing particularly novel about it.

Mr. KINDT: And thereby keeping him undisturbed.

Mr. MACDONALD: Very much undisturbed. As much as any plumber leaves you undisturbed—I think I was at summer cottages. In those parks where summer cottage lots are under leave for occupancy for the summer period, section 14 above will not apply. That is the need to reside to serve the visitors clause.

However, leasehold interest in summer cottage sites may be assigned subject to the Minister's consent. Departmental policy is only to negotiate the purchase of cottage sites when acquisition is in the public interest. Similarly, Departmental policy is that the construction of new summer cottages on present sites will not be permitted as replacements for existing cottages.

Many of the foregoing provisions are intended to ensure sufficient flexibility or the effective administration of lands in the future.

### *Commercial Leaseholds*

Principal features of the present leasehold administration include:

1. Leases and concession agreements will be granted for clearly specified periods with lands reverting to the Crown at the ends of the specified term. The length of the term will vary depending on the nature of the enterprise. Generally for the majority of the situations involving large capital investments, a term of 12 years or less should provide full opportunity for the lessee to write off his capital expenditure and earn a good return on his investment.

It is important to appreciate that reversion of the property to the Crown at the end of the term specified in the lease does not mean that the lessee's operational association with the enterprise will necessarily be terminated. This simply acknowledges the fact that no one can, with respect to any specific piece of land in a National Park, foresee what the circumstances will be in thirty to forty years or more in the future. The leasehold policy, however, clearly recognizes the value of continuity in the successful management of needed visitors'



services. Accordingly, this policy provides that lessees of well-managed businesses providing needed visitors' services can continue to operate such businesses after the expiry of the fixed term lease. This will be on a management contract basis for periods up to ten years on mutually satisfactory terms, usually a percentage of gross revenue. For successive periods, the successful entrepreneur will have first refusal for further continued operation of the business provided it is a required, well managed visitor service. This policy ensures that successful operators can continue in effective association with a business in a profit-making position for a considerable period. Moreover, towards the end of a fixed term of a lease, the policy provides for such other measures of relief as rental rebates to operators who maintain their property in satisfactory condition during the final years of their lease.

In short, the fixed term provides that the Crown may recover the land if the business concerned is no longer required or is not being managed satisfactorily. I should add, or is required for some other park purpose, without having to engage in heavy compensation. But, the policy also provides for the continued operation of the business beyond the expiry date of the fixed term by lessees who have operated needed businesses in a satisfactory manner. And again, I should add, in a profit making position.

Mr. WOOLLIAMS: Who decides whether it is satisfactory or not? Who makes that decision?

Mr. MACDONALD: I think this will have to be a decision of the Minister because he has the responsibility to all the visitors of the park. I think we are going to try and write this in all the leases and there will, I think, be the traditional test of reasonableness, Mr. Woolliams, if there should be a dispute which would go to court.

Mr. WOOLLIAMS: But there is going to be no regulation saying it has to be part of a lease? I am just thinking that if you got a politician in there who decided he might be more friendly to his friend than he was to the operator, he might very easily interpret the word "satisfactorily" or "satisfactory" to a political motive rather than to a profit and a commercial motive.

Mr. LAING: How can you avoid the control by regulation? This exists at the present time. We have the power today to tell people that their standards are not adequate; they have to brush up; they have to clean up the place, and so on. These powers have always been retained and I do not know how you can set standards except within the regulations.

Mr. WOOLLIAMS: I would like you to add in this regard. Regulations are a little different thing than a policy statement of some—like the Deputy Minister said it is going to be a decision of the Minister. Right away it is a decision of a person which is the rule of people and not the rule of law. I do not mean rule of law where it is spelled out but I mean the kind of law that has some flexibility where your rights are guaranteed because I could bring forward cases and I have cases where people's rights are being usurped. I am not putting the blame. This happens where you do not have that necessary protection written in. So, when you get a statement like this "in a satisfactory manner" and "if it is satisfactory", that is a decision of one man or a group of advisers to that man and a very dangerous precedent you are now establishing.

Mr. LAING: Many times every year the superintendents warn people to clean up, paint up and dress up without any reference to—I do not know of a single instance where it has come up to our office here where an instruction was given and yet many instructions are given every year at the level of the superintendent of the park.

Mr. WOOLLIAMS: Mr. Chairman, that is an entirely different thing. Here is a case where a man puts in the money and operates a business for a term certain and it lapses. They say, if you have a satisfactory business and you are running it satisfactorily, one man or a group of men around him will decide if he will stay there or not.

I am not talking about the usual urban situation or even in parks where people do not take care of their garbage or they do not run a proper clean restaurant or they do not have clean living in the motels. I am talking about the security of land of a business.

An operation where a man has put ambition, energy, capital and experience into it and then it comes along by law that his lease has lapsed according to the terms and conditions of the lease and then, somebody—some one man, or a group of men around him—says whether this is satisfactory or unsatisfactory. I am not being critical of you personally and I mean this. I am only saying you are sowing the seeds for a dangerous precedent in the future of the rule of people and not the rule of law and civil rights inevitably in all societies where that exists get usurped.

Mr. LAING: You are afraid that the Minister might find that the tenant has red hair.

Mr. WOOLLIAMS: Yes, or he is a Conservative when the Liberals are in or he is a Liberal when the Conservatives are in or he is an N.D.P. when the N.D.P.'s are in. I have seen political patronage at all levels. Now, let us not mince words with this nonsense. Let us have men in this Committee, Mr. Chairman through you, establish if it is going to be a policy, some rules and regulations that protect people against the rule of people and the wishes of people.

Mr. MACDONALD: We propose, Mr. Woolliams, that this be an option clause in the lease and we have not yet been able to devise any other system by which the Minister could discharge his other responsibilities other than that he have the right.

If the Minister did decide when this is a specific clause in the lease that his operation was not satisfactory, I believe—although I am not a lawyer—that there would be a basis for action if the person concerned felt he was being maltreated to sue for performance on the grounds that in fact his performance had been satisfactory, and caused the Minister to show that he had behaved reasonably.

Mr. WOOLLIAMS: Now your argument is beautiful, except to this extent. About the term in the lease, you are correct, but here is the problem.

If there is nothing that says that term has got to go into the lease, it may not go in all leases. I can show you and produce dozens of leases with different terms and conditions written by the Crown over the years in Banff.

Therefore, you come right back to my premise, unless there is something to protect the security of tenure of the person based on some rule of law, based on

some regulation, then you are dealing with a decision of one man or a group of men, rather than the protection of law that guarantees civil rights and that is my point.

Mr. TUCKER: Some members have other commitments, do you intend to correct?

Mr. LAING: I want to assure Mr. Woolliams that there has been none of this hanky panky that he is talking about in any of the parks in the last 3½ years, and I am somewhat surprised that he thinks it is possible in this civilized age.

Mr. WOOLLIAMS: I will tell you Mr. Minister, with the greatest respect to you, because you say so, that does not make it right. The people of the National Parks do not agree with you. We have evidence to show that they do not agree with you, because your own supporters, financed campaigns for Conservatives, they think you brought a bad job on the parks and they think you are the worst Minister, and I am charging you with it.

Mr. LAING: I do not know what that proves.

The CHAIRMAN: Order please.

Mr. LIND: How much legal work have you done in the parks since you have become a member of Parliament?

Mr. WOOLLIAMS: To date very little, but if you hang around in March, you will see a precedent.

Mr. LIND: Well we might.

The CHAIRMAN: Order please.

Mr. DINSDALE: Under commercial lease holds on 23, this policy means that all properties will revert to the Crown at the end of the lease period. Is that correct?

Mr. MACDONALD: Yes sir.

Mr. DINSDALE: Is this not what the Americans have tried to avoid in their recent policy amendment?

Mr. MACDONALD: No I do not believe so sir. What the Americans are trying to do has to be considered in the terms of their own particular history. What they have recently changed from—as I understand it—was from an intent to manage a lot of these things themselves to try to induce private interest to come in and do it.

Our submission is that the legal ownerships of the bricks and mortar and the land is relatively a matter of indifference in the operation of a business. Many, many large and important businesses are carried on in lease hold premises.

What we propose to do is remove any ambiguity as to the legal ownership or the fact that these are public lands and recallable to the public domain in the future years and our future administrators, and avoid any problems of value, compensation and so on in a future date. So that the basic policy is that the management of the business, the entrepreneurial function of let us say whether it be the running of a motel would be let by concession, as many are today, to the private entrepreneur, who would function in a building which would indeed be



a public building, publicly owned by the National Park system and the public of Canada on public land. All we are doing we think is recognizing the reality of the situation that it is public land. In the long run you cannot go on divorcing the land from the structures or vice versa.

Mr. DINSDALE: In other words, this is all going back to a Crown operation?

Mr. MACDONALD: No, not an operation sir.

Mr. DINSDALE: This is a fundamental principle involved here—

Mr. MACDONALD: I would like—

Mr. DINSDALE:—and you state at the present time there are many managerial concessions. I do not think there are in the National Parks.

Mr. MACDONALD: I mean in the public domain.

Mr. DINSDALE: The public domain?

Mr. MacDonald: The precedents are airport terminals, concessions of all kinds, management of large restaurants and so on. The technique is very, very old. Universities employ it universally now, large leasehold corporations of this kind, and the point at issue is that the key word is "operation".

If we had as a departmental ambition, the operation directly of a motel, then I think this would be a matter of some very real concern, because this would be a most inflexible way to operate. Let us say that 42 years from now a motel property does revert as the lease would provide, had run with the land, the furnishing or refurbishing and operation of that motel, would be put out to public tender and someone like Holiday Inn or some outfit of this kind would come along and be the successful bidder, for a five or ten year lease. In other words, it would not go to 40 years then in that kind of situation, it would go to five or ten.

They would have the management and operation as professionals, just as the Hilton Hotel Corporation operates the Queen Elizabeth, but they do not own it.

Mr. LAING: As if to fly in the face of Mr. Woolliams' fears, we have had a tremendous increase in the last two years of private investments in the western parks.

Mr. WOOLLIAMS: Sunshine Lodge.

Mr. LAING: That is only one out of many.

Mr. KINDT: May I ask the Chairman one question. Has the report of this Committee been made yet?

The CHAIRMAN: A report?

Mr. KINDT: Yes, a report of this Committee. We have held hearings in Banff—

The CHAIRMAN: Do you mean to the House?

Mr. KINDT: Yes.

The CHAIRMAN: Oh no.



Mr. KINDT: Well now to what extent have the thoughts—I have put in my recommendation and so on late in December to what extent has the recommendations of the members of this Committee found to have any impression upon the author of this particular text?

The CHAIRMAN: Mr. Kindt, the proposal is this: After we receive all the testimony and the comments of the Deputy Minister with regard to the 50 or so briefs that we received while we were in Jasper and Banff, then we will have meetings to draft a preliminary report for the House.

You will have plenty of opportunity to speak when we meet for that purpose. Now at the present time, we are meeting for the purpose of giving the Deputy Minister and the Minister, an opportunity to express their opinions on the various briefs and presentations that were made while we were in the parks. Mr. MacDonald please proceed.

Mr. MACDONALD: Mr. Chairman, it is past 11 o'clock and I think I will have to return. I do not think I could complete the brief too rapidly and I have in addition the problem of the individual hardship cases which were raised, and which the Chairman asked me to be prepared to comment on. This is a problem here which I think would take some time to discuss. It occurred to me that if you are going to terminate shortly, that I will probably have to come back.

The CHAIRMAN: We will have another meeting.

Mr. MACDONALD: Before I leave, I would like to make one comment on the matter raised by Mr. Woolliams, because it represents a departmental administrative error. In that briefing book which we circulated as a convenience to members, I would like to stress that it was not a brief submitted to the Committee, but the sort of document we prepare for our own Minister when he tours the parks.

The page which Mr. Woolliams has referred to, we cannot analyse how it developed other than the fact that at that time we were working in a hurry, two of our senior officers fell ill in succession who had the editorial responsibility and we cannot fathom what that particular reference is to, other than we did have a discussion and there were memoranda dealing with whether or not we could endeavour or should endeavour to legally force people to take a new lease, in the event that they decided not to take our new lease.

The Minister made an administrative decision which is reflected here, that we should not endeavour to legally and probably could not legally enforce a new lease in that sense.

I should like to make it clear that we have not made this a legal matter. It only becomes a legal matter, if the subject goes to court.

Since 1958, the policy has been to proceed by some technique of gradualism, rather than challenge the legal validity of the lease. But if the subject of the legal opinions is raised and the confusion created by that document which I freely admit is created, I must state that we do have a formal written opinion from the Deputy Attorney General to the effect that the clause providing for perpetual renewals is ultra vires or was ultra vires of the Minister of the day.

But we have not been acting on that opinion, we are carrying on with the policies as described here, and the question of whether or not the opinion is

valid, or Mr. Steer's opinion is valid would, I suppose, only be tested in the case of a court action.

Mr. KINDT: May I ask the Minister a question before this closes. Is he contemplating—and I judge so—of writing his amendments to the act before he receives the report of this Committee?

Is that his intention?

I understand the rewriting is being undertaken right now, and if so, I would like to say to the Minister that he is going to have a hell of a time getting the thing through the House, if it is anything like we are getting this morning.

Mr. LAING: That is an observation that any member of Committee can make. I do not know what meaningfulness it has.

Mr. KINDT: Well, I asked you this question: Is it being written now before you get the report of this Committee?

Mr. LAING: We certainly expect to have the report of the Committee before any legislation is introduced.

Mr. KINDT: All right.

Mr. WOOLLIAMS: But you did not answer the question: Is it being written now? That is the point.

Mr. MACDONALD: Amendments have been drafted and have been under draft in the National Parks Act for the past three years.

Mr. LAING: I think Mr. Woolliams complimented us on working up the amendment that will permit summary convictions within the park. A great number of things have been worked on for months.

Mr. WOOLLIAMS: I would like to ask the Deputy Minister a question before we adjourn. This is very important. There is no mistake about it, we were handed this document which says: National Parks visit Standing Committee, Northern Affairs, contained in that brief by the department are these words and I will paraphrase them. That in reference to perpetual renewal leases or to assign them and so on, the government could not renew. Now what has been going on is being missed. They say: "All right, we will do so and so and so and so with your lease, if you will do so and so and so and so." So it is a form, in its nicest sense of duress. Now we have the Deputy Minister saying that his own document which he circulated to members of Parliament—and of course they are available to anyone who wants to read them—that the law contained in there that says the legal officer, either of the Department of Justice or the Department of Northern Affairs, what was set out in that brief is now wrong and they now have a new legal opinion.

I think in all fairness it would be the type of thing at the expense of the department, not the citizen for a change, that we get—after all, even an officer of the Department of Justice is only a lawyer giving an opinion, they have been found to be wrong sometimes by court.

I would like this situation to go before the Exchequer Court and if it is not satisfactory there, then before the Supreme Court of Canada and get a judicial

ruling. That is what my friend a Liberal member of Parliament said a few minutes ago, he would like to see some decision, there is no real decision on this point.

This decision here may be wrong, the decision the Deputy Minister has just given us now we have had two versions from the officers of the crown. Which decision is right, and where is the citizen's right in that regard.

When I spoke to the Deputy Minister on this—this is the first time and I am not going to break confidence with him—this was the first time that he ever mentioned in our conversation—either in this Committee or outside of it—that this point of law was wrong. I thought that he was more shocked that it got into the brief.

Now as far as I am concerned, I think we should have a decision of a court at the expense of the Crown to see that the civil rights of the people of Canada and the parks are protected. To see that the law is carried out in fairness and with equity.

This is my main criticism. I admit that all of us get slightly upset in reference to this, when you think of the people in Banff and the people of Jasper, and I am talking about the majority of business, of park equality. They they have been usurped as far as their rights are concerned. If there was any question about it, I would have liked the Minister to be at the hearings at the parks to hear citizen after citizen of all political philosophies get up and present briefs in that regard. They cannot all be wrong, in spite of what the Minister has said this morning. And that is what prompted me to take the position I have in reference to that it should be the rule of law and not the rule of people.

Mr. LAING: This has been quite a speech. The right of the courts is open to everyone. I advised Mr. Steer of that about a year and a half ago.

Mr. WOOLLIAMS: Yes, at what expense. If a person has not the money—do you know the cost Mr. Minister to go to the Exchequer Court? Well unfortunately I am not running a charitable institution. You people are here to make these kind of remarks. I am here and I am serious about it, I am talking about—I do not mind remarks that are made in the form of a comedy.

The CHAIRMAN: Mr. Woolliams—

Mr. WOOLLIAMS: Mr. Chairman, I am here to see that the people's rights are protected.

The CHAIRMAN: Every member of this Committee has a right to speak and to make their observations. That is every man's right.

Mr. WOOLLIAMS: That is right.

The CHAIRMAN: I am going to ask Mr. MacDonald to answer briefly before we adjourn.

Mr. MACDONALD: I can only repeat what I said earlier that from 1958 on when this policy of substituting fixed term leases for the so-called renewals was adopted, in other words, a decision not to perpetuate the renewal feature was made.

The decisions that were taken then have been continued on, not to make these matters of law, because if one did successfully challenge these leases on



this park, you have run the risk of striking the whole lease down and this could cause very real hardship with far more insecurity than has prevailed.

The ministry of the day opted—I was not in the department at the time, but I can read the files—to pursue the policy of gradualism, to gradually bring about a change of circumstances.

Therefore, the question of law has not arisen and as a matter of privilege, Mr. Woolliams spoke to me and he made reference to a conversation we had in Banff, and I would like to state Mr. Woolliams, that what I said to you at that time is roughly what I have stated to you now, that when I saw this page I was admittedly surprised and the surprise was due to the fact that I had never seen such an opinion and I could not for the life of me figure out what it was.

When we searched after we got back here, we found that it could only be attributed to the haste in which it was prepared, to junior officers trying to do an editing function, and they misunderstood the document from which they worked.

I can therefore state to you that if the subject of a legal opinion is raised, I can state to you positively we have a written legal opinion, but we are not operating on that legal opinion, because the matter of law has not arisen.

Mr. COWAN: He says the matter of law has not arisen, the matter of law is always present, it does not have to arise.

The CHAIRMAN: Gentlemen, we are 20 minutes overdue. Our next meeting will continue with Mr. MacDonald and the Minister present. It is quite evident that we cannot finish the testimony here this morning. The meeting will now stand adjourned to the call of the Chair.

Mr. DINSDALE: Mr. Chairman, in view of the fact that the previous administration was mentioned, I think perhaps I could just—

The CHAIRMAN: You will have an opportunity to speak at the next meeting.

Mr. DINSDALE: But this is the crux of the matter. What we are on now is the crux of the matter. The policy of gradualism was adopted because of this legal situation, and if there is any doubt among members of the Committee, I would refer them to page 852 of the evidence that we heard at Jasper in this instance, where the change was made in 1962 because we were aware of the danger of operating ultra vires. And I confirmed this opinion with Mr. Steer, and got his legal advice, which substantiated the previous opinion we had had from the law office within the Crown.

The CHAIRMAN: At the next meeting we will continue with the Minister and the Deputy Minister. I want to thank you.



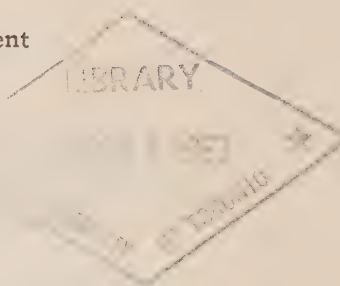


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HOUSE OF COMMONS

First Session—Twenty-seventh Parliament  
1966-67



STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 24

TUESDAY, FEBRUARY 28, 1967

National Parks and Historic Parks  
and Sites

WITNESSES:

The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; *and from that Department:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

**Chairman:** Mr. Hubert Badanai

**Vice-Chairman:** Mr. R. J. Orange

and

Mr. Barnet,  
Mr. Chatwood,  
Mr. Côté (*Nicolet-  
Yamaska*),  
Mr. Dinsdale,  
Mr. Gundlock,  
Mr. Habel,  
Mr. Haidasz,

Mr. Horner (*Jasper-  
Edson*),  
Mr. Kindt,  
Mr. Laprise,  
Mr. LeBlanc (*Rimouski*),  
Mr. Lind,  
Mr. Mather,  
Mr. McWilliam,

Mr. Neveu,  
Mr. Nixon,  
<sup>1</sup>Mr. Roxburgh,  
Mr. Simpson,  
<sup>2</sup>Mr. Southam,  
Mr. Tucker,  
Mr. Watson (*Assiniboia*),  
Mr. Woolliams—24.

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> Replaced Mr. Cowan, on February 27, 1967.

<sup>2</sup> Replaced Mr. Lambert, on March 2, 1967.

## ORDERS OF REFERENCE

MONDAY, February 27, 1967.

*Ordered*,—That the name of Mr. Roxburgh be substituted for that of Mr. Cowan in the Standing Committee on Northern Affairs and National Resources.

THURSDAY, March 2, 1967.

*Ordered*,—That the name of Mr. Southam be substituted for that of Mr. Lambert in the Standing Committee on Northern Affairs and National Resources.

Attest.

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons.*





## MINUTES OF PROCEEDINGS

TUESDAY, February 28, 1967.

(34)

The Standing Committee on Northern Affairs and National Resources met this day at 9.45 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Chatwood, Côté (*Nicolet-Yamaska*), Dinsdale, Gundlock, Habel, Haidasz, Kindt, Laprise, Lind, Mather, McWilliam, Neveu, Nixon, Orange, Roxburgh, Tucker—(18).

*Also present:* Mr. Watson (*Châteauguay-Huntingdon-Laprairie*), M.P.

*In attendance:* The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; *and from that Department:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

Mr. MacDonald resumed his summary of the "Statement on National Parks of Canada . . ." prepared by the Department for the Committee.

Mr. MacDonald was questioned from time to time in the course of his summary.

His summary having been completed, Mr. MacDonald was questioned.

Mr. Laing provided related information and was questioned, from time to time.

It was agreed that a Supplementary Statement prepared by the Department, dealing with experiences of individual persons in Banff and Jasper, be tabled and referred to the Subcommittee on Agenda and Procedure.

The questioning having been completed, the Chairman thanked Mr. Laing and Mr. MacDonald for their attendance.

At 12.37 p.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*



## EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, February 28, 1967.

The CHAIRMAN: Gentlemen, I see we have a quorum. This morning we welcome several junior executive officers of the department who are here as observers to see how a parliamentary committee operates.

Now, on the matter of National Parks, we have with us today the Minister, the Honourable Arthur Laing, and Mr. J. A. MacDonald, the senior assistant Deputy Minister, and on your behalf I welcome you to our proceedings.

At the adjournment of our last meeting, Mr. MacDonald was in the process of summarising his statement prepared for our Committee. You will recall that Mr. MacDonald was requested to include in his remarks comments on the following matters: local autonomy, communication between people in the parks and the department, zoning for balancing varied interests, perpetual leases, how many persons no longer have them, how many persons still have them, renewals of commercial leases, personal hardships, etc.

Now, Mr. MacDonald, when we ended our last meeting we were in the vicinity of page 23, I believe, would you please continue your summary now?

Mr. MACDONALD: Mr. Chairman, gentlemen, we had just entered into the section entitled "Commercial Leaseholds" which began on page 23, and we made the point of the first paragraph that the 42 year term, in our judgment, or less was an adequate opportunity for the write-off of capital investment expenditure, and in the second paragraph we had indicated the importance of the principle of the reversal of the property to the crown at the end of the term specified, because of the unforeseeable nature of future developments in the parks and the necessity of the Crown to be able to recover freedom of action.

We had pointed out in that paragraph that leasehold policy however, clearly recognizes the value of continuity in the successful management of needed visitors' services.

Accordingly, the policy now provides that lessees of well managed businesses providing needed visitors' services can continue to operate such businesses after the expiry of the fixed term.

We pointed out that the management of this business would be on a management contract basis for the first ten years following the expiry of the fixed term on mutually satisfactory terms.

That for successive periods the successful entrepreneur would have first refusal if other proposals were called for the continued operation of the business. Again, providing that it is classified as a well managed visitors' service.

Some queries on this at the last meeting of the committee were to the effect that what guarantees would be implied in these policies? At the Minister's direction, these



are being drafted as option clauses to be included in the lease. There will be a first option and a second option. The first option will refer to the first ten years after the expiry of the lease, and the second to the first refusal option if competing proposals are called. In each case they would be in language which would afford at least a test of reasonableness which is traditional in our courts.

Now the point of the policy is to ensure that successful operators can continue in effective association with their business and in a profit making position for a considerable period of time, and towards the end of the fixed term lease we point out that the policy also provides for rental rebates to operators who maintain their property in satisfactory condition during the final years of their lease.

In short the fixed term provides that the Crown may recover the land if the business concerned is no longer required or is not being managed satisfactorily. This is a responsibility that the Minister has toward the visitors.

The policy does not provide for payment for any improvements on commercial leaseholds reverting to the Crown. The arguments for compensation which apply to residential lands are not valid in the commercial field, because unlike residential properties commercial properties are by definition revenue earning and capable of earning depreciation. Unless a residence is a commercial rental property, no provision is made for the writing-off of depreciation under the Income Tax Act.

On the other hand, persons investing in commercial enterprises can reasonably be expected to exercise normal economic judgment, and in the management of their businesses make provision for the long-term write-off of capital investment. As we indicated earlier, we believe that outside geared to 42 years exceeds by considerably normal periods of investment recovery.

The validity of this is borne out by recent arrangements made in the granting of leases for the development of ski sites, motels and apartment houses for which terminable leases with no provision for compensation have been the feature. These also provide for of course a reasonable rent to the Crown for the land and the economic opportunities created.

The great variety of business enterprise in the National Parks is reflected by a corresponding variety of leases, licenses and concession agreements which have, over the years, been entered into between the Crown and entrepreneurs. Most leases in the National Parks contain clauses permitting more realistic rents to be charged by the Crown and also provide for the exercise of controls by the Minister on occupancy, assignments and land use. As a matter of general policy, the National Parks administration will encourage conversion of existing leases to have them conform with the principles outlined for new leases.

When consent is requested for a change in land use including any major development, a new lease appropriate to the intended use may be issued. The new lease will be of the type being issued for new lands. Each such case will be judged on its own merits.

No changes in existing leases are required where assignments simply involve devolution of the lease by operation of a will, as in the case of residential leases. This was a point made, with considerable emotions, during the hearings. There was no interference in the devolution of property by will.

Consent to assignments or agreements for sale normally will not be granted where the total term of a lease, including any renewal provisions, exceeds the 42 year provision. Where existing leases contain provision for a renewal term of less than 42 years, they will be renewed for such a term.

All present leases provide for a full economic rate to be charged as rental for the land at their next rental review, and this we hope will ensure the Crown receives a fair return on the value of the land and on the economic opportunity created by the large public expenditures of the National Parks system. There is a very direct relationship between the huge public investments and the commercial opportunities which arise in association therewith.

Licenses of occupation are referred to. This is a situation where land is held and generally does not provide for any renewal. The licensee may ask the department to consider granting a commercial-type or fixed-term lease, as has been described above on the termination of the license. In such cases, the desirability of continued operation of the enterprise is assessed and if it is providing a useful visitor service and the land is not required for park purposes an appropriate commercial lease may be issued. In these circumstances it is the licensee's responsibility for surveying and so on.

Now, the next section on page 28 deals with certain administration on problems in the National Parks.

Mr. CHAIRMAN: Mr. Orange.

Mr. ORANGE: Mr. Chairman, possibly before we proceed to the management aspects of the parks, I have a couple of questions with regard to the leasing business, and maybe this is the appropriate time to ask them.

Mr. CHAIRMAN: Well, you may proceed with them, Mr. Orange.

Mr. ORANGE: First of all, Mr. Chairman, in these discussions regarding leases, there have been vague references to the policy both in the United States and say in the provinces, I am wondering if Mr. MacDonald could tell us or make available to the Committee what the leasing policy is with regard to commercial leases in say, the United States and also in the province of Alberta which has a number of provincial parks.

Mr. MACDONALD: We did include spread sheets on that in the book which we handed to members on the trip. I wonder if we could get another copy of that or if we have not, we could send one? I can outline it.

Mr. ORANGE: I was not on the trip, Mr. MacDonald.

Mr. MACDONALD: Well, I could go into it, it is up to the Committee, but broadly the system in the provincial parks does not provide anything as long as 42 years as we have by tradition inherited.

In the United States they are moving to what they call the possessory system. It has a maximum term in law of 31 years, whereas in practice for frequently much shorter terms from 15 to 10 years. They provide that in these circumstances, if at the end of that 10 or 15 year term entrepreneur does not get a continuation of his lease, he is provided with compensation on a sort of straight line depreciation basis or predetermination of value.

That is a very extended version of the two, but the actual situation in the parks is on page—I could give an example, in Alberta, the policy is to have concession permits

up to 5 years, the rent is usually a percentage of gross receipts, renewability is subject to the Minister, the department owns all the structures, the concessionaire owns the equipment.

In Ontario there are very few leases for 21 years, percentage fee, rent based on development cost, renewability is stated to be only in special circumstances, exceptional operators, group camps and that sort of thing, the same thing we do.

Mr. ORANGE: Mr. Chairman, I wonder—

Mr. CHAIRMAN: May I suggest, Mr. Orange, that we let Mr. MacDonald proceed with the brief that he has here, and if there is any question pertaining to the brief, then you may ask the question. But any other question I suggest that we should leave it over until after Mr. MacDonald is finished with the presentation that he has before us.

Mr. ORANGE: This is fine, Mr. Chairman, I just hoped we could deal with one section at a time.

Mr. CHAIRMAN: Mr. Barnett.

Mr. BARNETT: Mr. Chairman, I think there are both advantages and disadvantages to the procedure that Mr. Orange was suggesting, although I think your approach may be a wise one if we are going to get the total picture of Mr. MacDonald's presentation. There is one question I would like to ask for clarification of a point he was making about the policy of renewal after the expiration of the original leasing period, in which he said, as I understood him, option terms are now being drafted for inclusion therein in leases in regard to the renewal and that the occupant, providing the services were useful and necessary to the parks, would have the right of first refusal of the renewal.

Now, I would like a clarification on what the situation would be if on the expiration an operation is in effect opened up for bids for the operation of it. What is included in this right of first renewal?

Is it going to be like the policy adopted by the Crown Assets Disposal Corporation where certain priorities are established with respect to the disposition of surplus Crown properties and provincial authorities and civil authorities have a certain prior right in the situation?

I have had one or two occasions to go into this, the municipal authorities have the prior right to acquire a property provided they meet the highest bid. Is this the principle that is employed?

I ask it because the word allegation or suggestion made that inexperienced people would bid when commercial opportunities came open without the full realization of what was involved in the operation and without an experienced operator might by the very fact of their ignorance, now could we have an explanation of this?

Mr. ROXBURGH: I am sorry to interrupt but, Mr. Chairman, we should do one thing or the other, we should take the one half Mr. Orange has dealt with, or go right through.

Now, Mr. Barnett, in all fairness said he thought maybe yours was the wisest and yet he goes in and has given a five-minute talk to get to the question, and I think we either have to deal with the whole thing at the very end or, and I make a motion right now, so that we go ahead and go through and then we will ask our questions after.

Mr. CHAIRMAN: Mr. Roxburgh, without putting the motion to the meeting, I suggest that Mr. MacDonald give the answer to Mr. Barnett and refrain from asking any more questions until—



Mr. ROXBURGH: Why?

Mr. CHAIRMAN: Well, he has already—

Mr. ROXBURGH: I will not stand for that, as far as I am concerned, I am sorry because right here you made a statement, Mr. Chairman, Mr. Orange had another question or two to ask. I have a question to ask, some of the others have a question to ask, why should Mr. Barnett's question be answered now?

Mr. BARNETT: Mr. Chairman, I apologize to Mr. Roxburgh.

Mr. ROXBURGH: No it is not to Mr. Roxburgh it is to the Chair that you should apologize.

Mr. BARNETT: Well, I understood that I was following the direction of the Chair in asking a question directly related to the brief, rather than asking about information that has been given in another direction.

The whole thing is, I have no desire to upset Mr. Roxburgh this early in the morning, or the order of the meeting.

Mr. ROXBURGH: It is not upsetting Mr. Roxburgh. It is the principle, Mr. Chairman.

Mr. CHAIRMAN: Well now, Mr. MacDonald has taken note of the question by Mr. Barnett, so I am going to ask Mr. MacDonald to proceed with his brief, and you may have his reply later on, will that satisfy you, Mr. Roxburgh?

Mr. ROXBURGH: You are chairman, do whatever you like, Mr. Chairman, I just brought a point up.

Mr. MACDONALD: The next section deals with a variety of administration problems which I would not propose to deal with at great length, but are included for the sake of stating the position of the administration on these matters, such as exploitation of natural resources, forest management, of which you heard evidence and this is the stated intention of the administration in this respect and this is covered on pages 28 and 29. On page 30 we treat the subject of mineral resources and end with the conclusion which is inherent and part of the stated parks policy statement that mining or harvesting of the resources of land or water for the primary purpose of commercial gain is considered by most authorities to be detrimental to natural history values, and parks policy therefore does not permit such exploitation in a national park, but it is in there for the record for members to review, at least what is the position.

Research—here we make a point we would like to commend to the attention of members that the research aspect involved in maintaining only unimpaired or relatively unimpaired these vast areas of land now and a hundred years in the future is of importance in ecological terms and scientific research, and we record that.

We note the representations that were made to you on the subject of pollution and indicate to you that in this respect we are like many other municipalities, working within a budgetary structure.

Plans are underway and have been developed for improvements to the water and sewer systems in Banff running over several hundreds of thousands of dollars, and similar action will be taken in other parks as required, phased in with the priority of available funds.

On the subject of conservation which figured prominently in many briefs to you, many of them expressed concern about factors involving conservation within the parks.



In essence, the briefs appear to decry the lack of facilities and/or controls to enhance or preserve the natural beauties of the parks in a way in which the people presenting the briefs said they should be preserved.

The comments about a variety of matters we treat with in the paragraphs which following on the subject of elk herds and beaver population and other animal population, and we put them in here again for the attention of members to read at their leisure by stating the position we have with respect to these matters to those who have concern about them.

Generally we sum it up in the third paragraph on page 32 where we say, every possible attempt is made to allow nature to balance its own populations, and in this connection, the populations are watched as closely as possible by wildlife experts with a view to studying the problems and proposing solutions to them.

As soon as there is any evidence of disease or other disorder in animal populations, immediate steps are taken to correct the situation. That, in essence, I think is the situation with respect to management of animal populations.

On the subject of airfields in national parks, we note that many submissions call for improvements to and additional facilities to the existing airfields at Banff and Jasper National Parks. We point out that the National Parks' policy is clear in its statement concerning airfields, that they should be located outside park boundaries.

Not only do aircraft detract from the natural scene and primitive atmosphere of the park, but the resultant need for airports creates further intrusions through development of auxiliary facilities such as navigational aids, terminal structures, fuelling and repair facilities, animal-proof fencing and a variety of other items.

We point out that we have not turned a blind eye to the air travel and during the past two years have looked extensively into the establishment of airfields outside national parks. Investigations have been carried out to determine the availability of suitable sites, and we had discussions with the Department of Transport whose primary responsibility this would be.

This, however, is a complex problem which involves federal, provincial and municipal participation. Though no improvements to the Banff and Jasper landing strips are contemplated, the proposal is to leave them open until an alternative solution can be found.

Many references were made to the subject of staff accommodation. Although the problem has existed for a number of years, it is only within the last five or six years that it has become acute.

The problem is of definite concern to the department but it is also an area which basically is considered to be the responsibility of private enterprise. The provision of accommodation in seasonal periods which are really uneconomic to provide otherwise, must be looked at as a cost of doing business.

Prior to the formation of a long-range development plan for Banff and Jasper Townsites, no definite areas had been set aside for the construction of staff accommodation.

With the completion of these long-range plans, and as soon as serviced land could be made available in appropriate zones, the Department offered by public tender the

opportunity to develop low rental type staff accommodation facilities in both Banff and Jasper. This tender call yielded only one applicant who withdrew. Although it has been made abundantly clear that we will accept reasonable proposals at any time, none have so far been forthcoming.

Last summer, in an effort to cope with this serious problem, the Banff Welfare Council endeavoured to encourage local businessmen to participate in the utilization of a staff trailer area until such time as adequate permanent facilities were constructed.

In order to co-operate with this council the department reserved a suitable area and provided the necessary sewer, water and electrical facilities without cost. The project envisioned the Welfare Council as a central agency leasing dormitory-type trailers from a commercial rental agent and renting the accommodation to the seasonal staff.

This was a non-profit operation intended to provide accommodation that would be suitable. It is interesting to note that only about 35 people were accommodated in this manner during the past summer. Although the Welfare Council plans to undertake the project again in 1967, on the basis of last year's participation, both in terms of users and funds collected from employers, local enthusiasm does not appear too strongly in support of the project.

During the past summer, the department offered 24 residential lots for development in Banff Townsite for people required to live in the park. During this same time, approval had been given to the redevelopment of land elsewhere in the townsite for the construction of an apartment building of significant size.

It is interesting to note that during this precise period of time another 40 unit apartment development in Banff Townsite was facing financial difficulties due to a vacancy rate exceeding 50 per cent throughout the year.

During a corresponding period similar consideration was given in Jasper. Twenty-four new residential lots in one and two-family dwelling zones were made available along with land for the construction of 30 units of apartment accommodation. This has been built and has provided considerable relief particularly with respect to full-time staff, but the problem of low cost season accommodation still exists.

We have not submitted the foregoing in an effort to refute claims that there is a shortage of accommodation for both seasonal and full-time staff in Banff and Jasper Townsites, but rather to show that we are endeavouring to satisfy the need by making land available for this type of development. We do not, however, consider that we have the prime responsibility to construct and operate these facilities.

In the subsequent sections, we talk about the role of townsites in National Parks, and several of the briefs made reference, in varying degrees, to the methods of administration. Recommendations have ranged from the total exclusion of townsites from the parks to an arrangement whereby local administration should be aided by an advisory committee representing the community.

In order that this department's position in what amounts to be a municipal role in park townsites can be understood, I would like to deal briefly with the role of townsites in present and future park use.

Although we recognize the all year-round park townsites did not originate as service centres catering to park visitors, we must consider them on the basis of the role

they play now in the overall parks picture, and this includes the role they must play in the future. The prime purpose of an established townsite is to provide the basic necessities for park visitors so that they may enjoy holidays of some duration in the National Parks.

A vital consideration in the overall administration of any national park, including the townsite, is the type of use to be made of the park and the intensity of use which the areas surrounding the townsite can withstand without resulting in irreparable impairment to the natural scene.

Consequently, departmental control over the expansion of townsites and the type of facilities to be provided is an extremely important factor in the planned development and use of a National Park, and one which cannot be placed in the hands of persons not charged with the ultimate responsibility of administering the parks for the purpose for which they are intended by Parliament.

Our policy statement acknowledges that year-round park townsites, unlike towns or villages outside the park, do not have a municipal government and that the objective of the department is to reconcile as far as possible, the natural desires of the residents to have a greater voice in townsite matters. At the present time, the department does, in effect, take the place of a municipal government.

During the past several years, a number of studies have been undertaken in order to determine whether or not, in the light of the objectives of the National Parks, townsites could become more autonomous.

In the final analysis it was quite apparent that due to the peculiar circumstances of these townsites, any significant departure from the present procedure would be impractical.

This was recently borne out by Mr. A. W. Morrison, in one respect at least. Mr. Morrison is the Deputy Minister of Municipal Affairs for the Province of Alberta. He met with members of the Jasper Community in December 1966, which was shortly following your visit to Jasper townsite, and his purpose was at their request, to review the practicability of self-government in Jasper.

During the course of the discussion, Mr. Morrison confirmed that operating and maintaining a town in a National Park is an extremely expensive and difficult proposition. This is particularly so if the necessary standards are to be maintained.

Mr. Morrison explained that on the basis of figures he had obtained for the purpose of comparison between the towns of Banff, Olds and Hanna, the total of all charges paid in Banff appear to be 65 per cent lower than in the other two towns for similar services, and this would in rough order of magnitude appear to confirm the studies we have had commissioned in earlier periods.

There is under our existing system opportunity for municipal participation and local expression through community organizations. "Community organizations" is a broad term and is used so that all community endeavours can be included, and we cover anything ranging from the boy scouts, red cross, public libraries, skating, hockey and curling rinks, residential-type playgrounds, etc.

It is reasonable and desirable that activities such as these, which are of interest primarily to the local population as distinct from the function as a national park, should function in a year-round townsite. The department's position has been to



encourage and co-operate with the local people in their efforts to develop community institutions which they, as a community group, wish to undertake and support.

We have appointed a townsite manager for Banff and probably will appoint one for Jasper. We recognize that in this difficult situation we must lean over backwards in dealing with the lives of people who live in these townsites, and our townsite manager and superintendents have been so instructed.

We are studying ways in which we can take a more positive role in community affairs now that we have specialized personnel to carry out whatever is decided would be appropriate.

In the next section we talk about the size of townsites and make the point that there should be definite limits to the size of visitor service centres rather than allowing them to develop into small cities which we feel would be counter-productive and would defeat what people go to the parks to find. We point out that we have prepared long-range plans and redevelopment proposals, some of which you saw visually at the stop at Lower Lake Louise.

On the subject of authority and communication, several briefs were critical of the department for its failure to delegate more authority to the local level and for its delays, and in many cases, failure to communicate with the people in the parks. A number of these charges must be admitted. There are, however, several reasons contributing to this breakdown in communication which must be explained.

As has been indicated elsewhere in this statement, prior to the introduction of the National Parks statement, the department had not publicly expressed a clear statement of direction covering all aspects of the parks policy. It has been necessary, in order to maintain continuity in the formulation and administration of policy, that such matters be referred to the central office.

As park use increased, it became apparent that if the organization was to administer effectively, two important changes had to be made. First, a statement of policy supplemented by related directives was required to provide local administrators with guidelines within which they could handle problems at their level. Second, reorganization of the National Parks administration was necessary to distribute the workload and speed up the processes of administration. This included the establishment of regional offices.

Both the introduction of a policy statement and the reorganization of the branches were implemented almost simultaneously. In addition, we, in the department as a whole, have been undergoing very radical reorganization in financial and management procedures following the Glasgo Report pattern.

The impact of all of this on our reorganization has, understandably we think, resulted in delays, and in some cases, faulty communication. These problems, we might point out, are not uncommon in other organizations experiencing changes.

The transition has still not been completed. It was not until November, 1966, that we finally had sufficient staff, and ability to recruit, so that the regional offices of the National and Historic Parks Branch could be declared fully operational.

On the other hand it must be remembered that our superintendents have always had a great deal of very clear-cut authority and as a result of the reorganization



considerably more authority, both in the administrative and financial fields, has been given to the townsite manager, and superintendents and the regional directors.

As an example of initiative and authority you may be interested to know and, this arose apropos of, I think, one of the statements made that a superintendent could not even change the soap in one of the parks, the expression was, at that point in time the townsite manager leaned over and informed me that just the previous week he had re-arranged the entire parking in downtown Banff on his own authority.

He did not refer this to Ottawa for a ruling. In fact he considered it so obviously his own responsibility that he did not even inform the Regional Director or the Park Superintendent, and of course this is exactly what we want.

On the other hand I do not doubt that we have had some superintendents who in the terms of one witness were only "post offices". This is not what we want either and the superintendents we now have do not hold that view of their responsibilities.

In defence of some superintendents who have felt a certain lack of confidence, it is only fair to state that this has frequently been due to the fact that when they did make decision, the decisions were appealed over their heads to the minister of the day—as the applicants had every right to do—with the not very surprising result that the superintendents came to feel in some instances that they might just as well refer all the problems to Ottawa in the first instance. Our superintendents are under instructions to handle problems themselves whenever possible.

Now, the final statement is a summation of National Parks goals within which it is included for sake of completeness for members' consideration, we make the point that national parks must be seen within the context of the overall demand for recreation and the overall provisions for facilities for recreation which extend beyond the federal government to the provincial and municipal levels of government, and that the only thing that could probably destroy the National Parks is a failure to recognize that the National Parks are only one part of an overall system providing only one kind of recreational facility.

On page 43 we note certain steps which are in process such as the Federal-Provincial Parks Conference, certain other symposia which are directed and indicative of increasing co-operation and recognition in this area.

Finally, we close by resummarizing the direction and goals of the National Parks system which are inherent in the National Parks policy statement, and that is: to ensure that the National Parks are passed on to the future generations with as little impairment as possible to the natural features; to provide for the best use of the national parks consistent with their intended purpose as prime examples of Canada's most scenically, geologically and ecologically interesting areas; to serve the people in an effective and meaningful manner by helping them to understand and enjoy the parks; to encourage private enterprise to invest in and manage appropriate facilities for the visiting public, inside and adjacent to parks, complementing public developments; to expand the system adequately to ensure representation of the physiographic and ecological regions of Canada as the prime purpose of the National Parks system of Canada. Thank you, gentlemen.

Mr. CHAIRMAN: Thank you, Mr. MacDonald.

Mr. MACDONALD: Mr. Chairman, I should mention that supplementary to the brief, I have additional information which I am in some doubt as to how to handle, dealing with individual hardship cases which you also asked me to be prepared to comment upon, but represent our records of what the situation is or was with respect to certain of the complaints.

I am rather hesitant to put all this on the record. It deals with individuals and their business affairs, and I can generalize somewhat without naming names. For example, one of the worst cases was a delay of seventeen months. This delay was in fact so. Part of it was our fault.

It was appealed when our policies were under complete review when they were being reviewed, intensively, and this produced delays. But it is also interesting that of that seventeen months, the records show that eight months approximately, in two five-month periods approximately, were spent in the hands of the solicitors of the applicant, so the story is never completely as bad as it is painted.

Again, I think one of the more interesting and disturbing problems was that of a man who become involved in a ski development proposal and on the call for tenders had lost the opportunity to a better proposal. I think the burden there had been one of his pioneering effort. When one examines the history, one finds that it simply is not borne out by the fact.

For example, back in 1946 the department constructed a jeep road into the area. In '48-'49 Athabasca Tours transported skiers by snow-mobile. In the fifties to the sixties, snow-mobiles transported skiers, in '60 to '61 a road improved by the department, '60 to '61 Brewster Transport transported skiers, and right down until the gentleman who appeared before you came into the picture in 1962.

So when one looks into the historical record, one finds again some amelioration of the circumstances as represented to you.

Now, these are here, I do not know, maybe I should hand these over to the Chairman of the Steering Committee to determine whether you want to put them in the record or members might want to ask me more specific questions.

Mr. CHAIRMAN: Perhaps that may come out from the questions the members may wish to ask. I have now before me the note, Mr. Orange will now complete his questioning on certain aspects of the brief, next Mr. Barnett, then Mr. Roxburgh, and then Mr. Lind in that order. Mr. Orange.

Mr. ORANGE: Mr. Chairman, I would like to come back to the commercial leaseholds, and I am sorry as I say I have not got a copy of the brief that was given to the committee when they visited Banff, but when Mr. MacDonald answered some of the questions with regard to policies, I still was somewhat confused. I think this can be straightened out when I get a copy of the brief.

However, there are a couple of questions with regard to the 42 year leases and the right to renewal on a contract basis. Some of the complaints which came before the committee brought out the fact that possibly a man in the 35th year of his lease might decide on major capital renovations or investments in the area he is in. He has the problem of financing, mortgage money, and what have you. He knows his lease will be up in seven years.

Is there any means whereby this man can enter into negotiations with the department or with the minister in order to extend that 42 year lease for the additional 10 years so that possibly he can meet his financial commitments?

I am thinking in terms of a particular type of facility which may be in desperate need of renovations in order to be competitive.

Mr. MACDONALD: Well, the department, Mr. Orange, at this moment of time with only seven years remaining, I assume it had been a 42 year lease, in the life of the lease would have to consider what the magnitude of the investment is, I would make a distinction between an expansion of new capital and what might be no more than deferred maintenance.

If it is the latter, we might suggest that the manager rather in danger of following out of the definition of having maintained a satisfactory business, he may have allowed maintenance and upkeep to fall very, very badly behind; but it might on the other hand merely be an awkward cycle of refurbishing of the equipment or structure.

Two techniques would be involved. First of all I have indicated that we have under draft an option clause which assuming that he can pass the test of operating an efficient business providing a needed visitor service, he is guaranteed another ten years as the manager concessionaire of that business in roughly the position he was in prior to the expiry of the lease.

All that will have happened is that a milestone will have been passed whereby for all future transactions with respect to that land, it will be in the public domain and issues of compensation and cost in the case of redevelopment and so on will not arise. So that, if ten years plus the seven years he has left are adequate, he will then have had enough to recoup his investment.

If what he contemplates is far greater than that, then a serious question arises in fact whether or not he should be permitted to make that investment in the land which he has only seven years or seventeen years.

I am in some difficulty in responding because the Minister does put forward legislation with respect to the administration of the commercial side of the matters in the park which would give the Crown an ability to cope with the kind of situation that you have in mind.

For example, if it agreed with the entrepreneur that this expansion was needed for the business or could construct it and allow the incumbent manager to go on managing it, as he would at the end of the lease term so that his situation with respect to that part of a property would really be in anticipation of his condition at the end of the fixed term lease, so it could be handled one way or the other.

If the seventeen years was enough to recoup his investment, there would be no problem because we propose that this be a guaranteed option in his lease. If it was not, then the department or the Crown, would have the capacity to, in effect, really lend him the money to make the investment required, and include it in his total package.

Mr. ORANGE: In other words, you are suggesting that the Crown may become involved in capital investments in visitors' facilities in the parks.

Mr. MACDONALD: In the circumstances that you described there, this is the only alternative, to giving another renewal of a long period determinable lease, and if you



then get into that condition like the patent laws where you keep adding marginal extensions for marginal improvements, and the patent never ceases to run and then the lease loses its characteristic as a lease.

Mr. ORANGE: Well, Mr. Chairman, I am still wondering now, let us assume that at the end of the 35 year period, a new area is opened up for visitors' facilities, and it is put out to tender and some company bids on it, wins it, and constructs—say—a hotel.

This lease would continue for 42 years, whereby maybe his neighbour who already has been previously involved in a capital investment would only have seven years left of his particular investment.

Mr. MACDONALD: This again is characteristic of the free economy generally. There is no evenness of maturity of investment just like the Chateau Laurier, I presume it has been fully depreciated over the many years and the new Skyline Motel which is coming in has got to run on the basis of first cost.

Mr. ORANGE: But the new Chateau Laurier is still owned by public hands in this case.

Mr. MACDONALD: I am pointing out that the unevenness of the maturity and depreciation is not and will not be unique to the park. There is no way I know of where we can legislate the fact that there will always be new entrants.

Mr. CHAIRMAN: Are you through with the witness, Mr. Orange?

Mr. ORANGE: I just have one further question here, and on page 26, Mr. Chairman, Mr. MacDonald made reference in paragraph 4.

Mr. MACDONALD: What page was that?

Mr. ORANGE: Page 26, paragraph four. I must say that I am a little apprehensive about this one:

When consent is required for a change in land use including any major development, a new lease appropriate to the intended use may be issued. The new lease will be of the type being issued for new lands. Each such case will be judged on its own merits.

Mr. MACDONALD: This is under the section—commercial?

Mr. ORANGE: Yes.

Mr. MACDONALD: Areas—I make that first point. All this means is that, for example, if a person has now a residential small lease, and there are many of these in Banff townsite, you have seen them, small buildings built many years ago as residences and are now in an area rezoned for commercial development, and if a person decides to put down \$300,000 or a \$2 million motel upon that site, he does not propose that they continue to have that land on the basis of a \$7 a year residential type lease. They go over to the commercial side, that is all.

Mr. ORANGE: What about the term of the lease?

Mr. MACDONALD: The term of the lease would, in that instance, being a non-bidding situation would probably be 42 years, but I would like to make it clear that as far as the advice is concerned about administrators, we do not want to be locked into the 42 years. There are many commercial situations in the National Parks where we think less than 42 years would provide an ample opportunity to recoup investment. We do not pre-empt public land any longer than is necessary for the specific purpose.



The main consideration will be the degree of competition. There are some places whereby their unique natural characteristics will only let one person in. There may be an enormous amount of public expenditure associated with that, and the thing will be so obviously attractive that it will be highly profitable.

The bidders will recognize this, we may make the terms of the lease one of the bidding factors to be judged along with the others.

The CHAIRMAN: Mr. Barnett.

Mr. BARNETT: Mr. MacDonald, has he got my three questions from before, or do I have to repeat them?

Mr. MACDONALD: Mr. Barnett wanted me to explain the expression "first refusal". What the option clause under draft proposes to say will be that if competing proposals are called, and assuming that the incumbent manager-concessionaire passes the test of satisfactory service and efficient management, he will have the option of first refusal.

Now, there are two points to note: first of all, if competing proposals are called, we are trying to avoid tying the hands of future administrators because the administrators of the day may judge that given all regard to the circumstances, the rate of return for one could not be better, there is no advantage to the public interest in having it changed.

Therefore, there is no point in going to the expense of having people making proposals. But if they do call, he has first refusal.

What does that mean? It means in the parallels that is often used in these things that he, the incumbent manager, has the right to meet the best offer made by the competing proposers.

It is often used when the administrators of the asset and the incumbent manager cannot agree when there is genuine doubt as to what that is really worth now. The only way to find out is to let the free play of market forces bear upon it. It means then that someone may bid—he is paying at that time 3 per cent of gross or 4 per cent of gross and somebody may bid 9 per cent and also commit themselves to invest two or three hundred thousand dollars in refurbishing the asset.

If the administrators look at that 9 per cent and are satisfied—and this comes from other points you have made—that it is a sensible bid, bear in mind that all bids take either the lowest are not necessarily accepted.

Administrators and the government do and should rule out silly bids, demonstrably inoperable bids. There is no point in having a man come in to become a bankrupt. You avoid throwing out a good manager to put in a man you have got to bale out in two years, so you are only interested in really good bids.

The incumbent then however, assuming the 9 per cent is right has the opportunity to say alright I will pay the 9 per cent, and he continues as the manager. But he may alternatively say, no, I want to get out now. I do not think it can be done, if someone else thinks they can run this to produce 9 per cent, let him go ahead and take it. That, broadly speaking, is what the first refusal means.

The CHAIRMAN: Does that answer the question Mr. Barnett?

Mr. BARNETT: Yes.

The CHAIRMAN: Mr. Roxburgh.

Mr. ROXBURGH: Just as a matter of an overall question, since the new policy of the parks has gone into force and they are working under it, it has been very controversial over the 42 year lease, and there have been a lot of statements to the effect that this 42 year lease in itself is going to kill private business coming into the park. Now, granted it has not been in force too long, but I was wondering if Mr. MacDonald could give us an answer as to the effect of the future business coming into the park itself whether it has been a deterrent or otherwise?

Mr. MACDONALD: I think you will recall, Mr. Roxburgh, I believe at Banff I gave an indication of the figures. They run—if my memory serves me right—roughly in the order of \$1 million and I cannot recall the specific years because I have not got the piece of paper, but the order was roughly of \$1 million in the starting year and I took it up to the last year of record which I think was—well this was back in the fall of 1966, so it would have been about 1965, the last year of record, so moving back, it went for about 4 years, it went about \$1 million, \$2 million, \$2 million, \$4 million.

Mr. ROXBURGH: Up in Banff.

Mr. MACDONALD: Of investments, so there has been a marked increase in investments in the park and of course we have had in what might be called good attractive situations, a good bid on apartment houses, motels, ski developments.

Sometimes these range from the apartment house which are not, I think, big investments, there are two 30 unit apartments which were built in Jasper on our new lease terms, to a ski proposal in the other range which is the multi-million dollars and was bid on the 21 year term with a 10 year extension if presently agreed development takes place within that period of time.

Mr. ROXBURGH: In other words it does not appear that it has been a deterrent in any way, shape or form?

Mr. MACDONALD: Not as far as investment is concerned. I think any accountant, tax advisor or whoever you may wish to consult with, will tell you that 42 years exceeds by a considerable margin the amount of time a prudent investor would look to recapture his money.

First of all, we know that nobody waits forever for recapture, so therefore perpetual is not a factor. There are I think very few—there may be a lot of people packed in who will never get it back in 42—but normally the investor looks for something from 15 to 20 years.

I can give the figures which I gave to the Committee and they were as far as investment is concerned, we had since 1963, there were 240 room-sites provided at a total of \$1.6 million in the Western Parks, and in 1964, there were 273 room units at about \$2.2 million and in '65 there were 600 room units at the value of \$4.1 million.

Mr. ROXBURGH: Thank you. Well, just one thing more, you mentioned a moment ago the individual cases that we heard that I am sure were perturbing to all the members of the Committee, and you have sort of partially given information that we did not have when we were out there.

I do not know, I think it would depend naturally on the Committee, Mr. Chairman, but I would think that maybe that information should be handed over to the Chairman so that he could peruse it, just to make our own conscience feel clear on the deal, so to speak. There were a couple of cases that were on the presentation that certainly were heartrending as far as the Committee is concerned. That is all I wanted to say.

The CHAIRMAN: Mr. Lind.

Mr. LIND: The first area that I would like to go back to, Mr. Chairman, I would like to ask Mr. MacDonald to let me clear up one or two things regarding these leases and his answers to Mr. Grange.

What I would like to get reaffirmed is the provincial government of Alberta's park policy, how they lease and handle these concessionaires and commercial interests in their public parks. The only reason I am asking for this is we have to do comparisons to find out whether everybody is being treated fairly.

Mr. MACDONALD: I might make the general statement, Mr. Lind, based on the inquiries we have made, we have found no administration which grants a lease as long as that which prevails in the National Parks. The 42 years is not found anywhere else. In Alberta, we are informed, that is on a concession permit basis, up to 5 years, it is percentage of gross receipts, and the policy, I am told here, is total elimination of leaseholds in the parks.

Now the additional information, to enlarge on that statement, we secured this information by correspondence, all public lands in the province of Alberta including those held under leasehold from the provincial parks are administered under the Public Lands Act of the province of Alberta.

There are only 6 provincial parks which contain subdivisions for residential cottage development. The first leases for development of this kind were issued in the late 1940's with lease terms at that time being for a period of 21 years with provision made for a renewal. In January of 1965, however, the leasehold policy was revised and leases were issued for a term of 10 years subject to the discretion of the minister, and there is no guarantee that the renewal will be granted.

Under the terms of these leases, cottages must be constructed to specifications satisfactory to the department, occupancy is restricted to the summer months, rent is at a nominal rate of \$25 per year.

At the end of the term of the lease, and should the lease not be renewed, the disposition of the improvements of the land is at the discretion of the Deputy Minister of the Department of Lands and Forests who, upon the advice of a parks advisory board decides on whether or not compensation will be paid and/or improvements revert to the province.

An exception to this case could be the matter of Cypress Hills, all freehold property has been bought by the province and the land leased back to the tenants with a lease term limited to 10 years with a possibility of renewal.

Rental rates are charged on an assessment—well I think this deals with their planning. The leasehold situation in the provincial parks of Alberta was largely one inherited by the present parks administration. It is not their policy to continue issuing leases in provincial parks, but rather to gradually through attrition and by other means eliminate all leaseholders in provincial parks.

Mr. LIND: Well, you would say, then, Mr. MacDonald, in comparison to what the Alberta government is carrying on, our 42 year lease is very fair then?

Mr. MACDONALD: Well, by obvious comparison, I think the periods are greater. On the residential side compensation is guaranteed by the lease, and on the commercial



side, we have these option renewal clauses that I referred to which could take a 42 year lease up to 62 years by definition.

Mr. LIND: Now, I would like to go on in a little different area here if I may. I want to switch out of the leasing area to the housing of the summer help that are needed to service this greatly expanded number of visitors that we have to the National Parks during the summer months. What is the department contemplating providing this summer help with additional, reasonable and suitable accommodation so that we can handle this increase in numbers?

Mr. MACDONALD: Mr. Lind, I made reference in the brief to what we did last year with the Welfare Council. It was primarily the Welfare Council, but we did provide the land and the utilities without cost.

At a meeting of the Chamber of Commerce a year or so ago, the Minister offered to any consortium of the business groups in Banff, land without cost provided it was used solely for the non-profit purpose of constructing low-cost accommodation for seasonal employees and continued to be used for that purpose. We have a problem here in that we could fall into a trap, if we became the providers of this kind of accommodation. I think it is fairly self-evident that if you are running a seasonal business, you must contemplate the provision of uneconomic accommodation.

The accommodation which is only going to be used for two very high pressure months during the year is not going to pay you. Therefore, the deficit on that must be at the cost of doing business.

Now, all new leases on commercial development provide that adequate staff accommodation must be provided on the site, so we have to be careful that we do not end up providing this subsidy of low-cost accommodation to some employers when others are required as part of the cost of their doing business to provide it.

What we are trying to do is a combination of help and pressure along with the social welfare authorities in the area, to encourage those employers who do not now provide low cost accommodation to be in the position to provide it. Now we are prepared to make arrangements of any kind including the provision of land without cost.

Mr. LIND: Under the parks' policy, are they prepared to revise the zoning by-laws so more of these people can live in the residential areas, maybe where they share rooms and what not?

Mr. MACDONALD: I do not think that the laws as they are now are an impediment because this in fact is probably the greatest source of this kind of accommodation, but there is one factor, it is one of the most distinguishing characteristics of the residential areas of large parts of Banff that basements and attics are being redone as rooms and they have got what they call the backyard cabins.

Unfortunately, this accommodation often becomes something of a premium during the tourist season, and I think we have instances where there is the conflict in the demand between the low cost seasonal employee and the rather better prepared to pay tourist, so I do not think the residential laws right now have a bearing on it. It is really a question of who is going to pay it.

The CHAIRMAN: Are you finished?



Mr. LIND: I have one more question. During our sittings at Banff, we heard quite a bit about the townsite at Lake Louise, that it was situated wrongly in between the highway and the railroad, and on arriving at Lake Louise and questioning some of the natives there about this townsite, their reaction is that—where else would you put it? I was wondering if the department had done any consideration on this line, or are they entirely satisfied with the opinion of the residents that it is situated in the right location?

Mr. MACDONALD: Well, Mr. Lind, this is indeed a valid point. Much of the criticism of Lower Lake Louise overlooks the obvious point of the availability of land in this very uneven terrain. If my memory serve me—prior to my association with the department—the Lower Lake Louise site was selected on the advice of a consultant outside the department retained for the specific purpose of surveying the entire area and making the best use of location and kind of design.

I believe that the reference to its lying between the Trans-Canada Highway and the railway is rather more poetic than effective in terms of usability. How many motels indeed lie elsewhere than beside the main highways?

This is indeed what gives the land its value—its accessibility. The amount of table land that is workable in that given area is restricted, and we wanted an area large enough to get a reasonably large complex in to equate the heavy cost of putting in the utilities to pro-rate them over the unit cost of the hotel rooms. In other words, we cannot in this area have small, isolated areas. We must get a reasonable complex fitted. These were the governing situations.

The CHAIRMAN: Thank you. Mr. Dinsdale.

Mr. DINSDALE: Mr. Chairman, I think the committee can agree with Mr. MacDonald that—

The CHAIRMAN: Will you speak into the microphone, Mr. Dinsdale.

Mr. DINSDALE: I think the committee can agree with Mr. MacDonald in that the essence of the National Parks problem is in the mountain parks, particularly in Jasper and Banff, and much has been outlined in the presentation which deals exclusively with these two important National Parks developments.

I would like to ask Mr. MacDonald if the policy, as annunciated in the green paper here, if it does not represent any change in the policy that has been carried out in the Maritimes parks, for example, over the years where leaseholds have been refused and where private developments have been at a minimum? Actually this is just an extension of the National Parks' policy to the mountain park area.

Mr. MACDONALD: I guess this is one of these chicken and egg problems, which came first. Unquestionably the policy of the Atlantic provinces was importantly influenced by the historical situation inherited in the Western Parks.

When the Western Parks began to receive the volume of visitation that you became familiar with at the post-war period, the problems that the historical inheritance left for the administrators became evident, and I think this had a great influence on the Atlantic provinces, and there as far as possible we have been trying as I think you know, to avoid recreating the problem.

Mr. DINSDALE: Well, the representations we heard at the mountain parks, I think it would be fair to say, arose from the fact that we were trying to press historical precedence into a pattern that had developed in comparatively recent years.

Some of the individual cases which were brought dramatically before the Committee, and apparently there is some detailed information on one or two specific cases. The information is going to be made available to the committee. I would say that the difficulty, although I have not seen the evidence you have, the difficulty arose over the fact we were trying, to use Mr. Steers' phrase, we were trying to arbitrarily bring policy that had been applied in Banff and Jasper, these peculiar communities, within the framework of a National Park policy, that had emerged historically since these two parks had developed.

MR. MACDONALD: Well, I cannot, in my own mind, separate cause and event here. I do not know that the policy emerged out of anything other than the fact that in the 30's I think visitation to the National Parks was somewhere in the order of 500,000 persons per year. Right now it is somewhere in the order of 10 or 11 million persons a year, and increasing at a rate of 11 to 14 per cent per annum.

Therefore, the leasing practices, the concern one had about the ability to recover public lands that characterize the earlier periods of administration of the parks, while easy to criticize now from hindsight, are simply just that, hindsight.

No one, I suppose, could visualize the near saturation that some of these parks would come under, notwithstanding the enormous investments in roads to open up new areas that would develop with the affluent society that hit us in the post-war period. So the causal relationship in my mind is just that.

Increasingly the future developments, the flexibility, the cost of developments in the National Parks, were all importantly affected, and in cause to the services to the visitor by the leasehold practice which had been allowed to run with fairly casual air because they were not an issue, but became an issue when land became scarce and valuable.

MR. DINSDALE: Yes, that is quite true, and the thing that impressed me in the representations at the hearings at the mountain parks was the fact that the residents accepted this new concept.

In other words, it is no longer a battle between the conservationists and the anti-conservationist. It is a question as to how we are going to proceed to apply a policy that everyone accepts as necessary for the management of national parks and which has always been applied in the Atlantic region with an area which had been allowed to develop like "Topsy", as a matter of fact, Banff was a town before it became a national park.

Now, to be quite specific, I think the major complaint was, as I say, I think myself and most of the members of the Committee were quite impressed with the sense of responsibility on the part of the representation.

They recognized that they are a peculiar situation, they recognized that there must be wise management, and multiple use of these park areas, but the thing that they resent is the arbitrary abrogation of their rights that have been established by law. This is the point that emerged as far as I was concerned in those discussions that were put forward by their legal counsel, Mr. Steer, and put forward by many of the briefs.

MR. MACDONALD: Well, Mr. Dinsdale, I think there are really two aspects to your question. One is the question of the sense of responsibility and agreement on our policy.

We are in the embarrassing position now that everybody agrees with the policy, the only thing they do not like is the application of it. I mean this. I have talked to all sorts of people and they frequently cannot see the relationship between the policy and the given immediate particular situation.

There is not really any fight between conservationists and anybody who wanted to sort of rig the parks in any way. Everybody agrees on that.

Mr. DINSDALE: But this has been presented as the crux of the matter, the crass commercial interests and so forth have been referred to in the National Parks.

Mr. MACDONALD: The only trouble of course is—

Mr. DINSDALE: This understanding—

Mr. MACDONALD: —when you get down to the specific applications of it, that people have a greater difficulty in seeing the relationship of their circumstance including the need to convert leases back to being leases instead of what Mr. Steers, I think, recalled them in effect fee simple, which they were dangerously close to becoming before the changes in 1958.

You spoke about an arbitrary change. There are bound to be matters of opinion. This is not the first area in this kind of administration or in the provinces where major re-orientations of public policy were necessary in the public interest which the government of the day have had to defend themselves for doing what they did, and I quoted some of the practices in some of the other areas.

Therefore, the question that arises in the matter of judgment was an arbitrate. It was not associated with this department or policy, but the thing that strikes me about it is the gradualism of it.

People who were living in that belief that the leases would go on running forever have been given a considerable length of time to adjust, longer than anything we have been able to find in this country or in any other country, and I quoted the example where it probably comes closest to home, namely, the residential side.

Anybody now who has had a 42 year lease in the belief that it was going to run on forever, of which 20 years may have run, at this moment of time has roughly 22 years before anything becomes operative, at which point of time, under the stated policy, they will get the standard 42 year fix term non-renewable lease. So they have 62 years in which to adjust to what is an altered circumstance brought about by the other factors increased visitation to which I have referred.

At the end of that 62 year term, they now have a clause which, in my judgment, at least, is far more equitable and workable than the one they had before. The earlier clauses that were in the old, antiquated leases gave the lessee the right to take his house and go, a clearly uneconomical and impractical privilege and substituted therefor has been the compensation clause, so that a person who has got a home, will at the end of that long period of adjustment have an entitlement to compensation, something he can just sign and sell.

This compensation clause, as we made the point before, has been given to the residential side of the lessees because of the recognition that they cannot be considered to be sophisticated investors. Normally, even in a house, you are investing and you are



depreciating and you are gaining, and you should have it written off over a period of the life time of the structure.

Well, we know people do not do it that way, nor do they have the benefit of the Income Tax Act in which they can write it off under our tax system, as they now have it.

On the commercial side, as I pointed out, again anybody running a business of that kind in the same circumstances has got that 62 years, whereupon these two option clauses that I have referred to will be operative and a minimum of 10 which brings them up to 72 years to adjust, and the first refusal if the bids are called, which would bring them up up to 82 years to adjust. It is, I think, the longest period of adjustment ever granted in any comparable field of jurisdiction that we have been able to review, so that the fact that this is a transition, that it is a change in direction, I believe, has been recognized in one form or another since the policy was put in. In the earlier period it was 42 years plus 21, it was really another expression of that. Now it is 42 years plus these option clauses.

Mr. DINSDALE: Well, this is all quite true, but the essence of the problem is the argument that this change cannot be brought about short of an act of Parliament because of the legal advice of the law officers of the Crown.

Mr. MACDONALD: This is not the legal advice we have from the law officers of the Crown.

Mr. DINSDALE: Well, I will not argue that point. I merely quote the briefing book there that has been referred to on several occasions.

Mr. MACDONALD: I would like to—

Mr. DINSDALE: It must present a strong, determining influence in policy.

Mr. MACDONALD: No, that as I have stated to the Committee on several occasions, and the Minister is again putting it in writing to Mr. Williams, who raised the question, that this piece of paper which is the garbled version, you must remember the suddenness with which this Committee went West.

The need for our, in the literal sense not figuratively, two senior officers who would have been familiar with the problems.

This paper you will look at which has been recorded is an attempt to digest and condense a variety of the matters which took place. It refers to an administrative position taken by the Minister on the question of whether if one of our leaseholders decided not to take out a lease of the new fixed term kind should one or could one in law or otherwise, force such a person?

The Minister decided that such person would not be forced nor any attempt made, and that there would be no harassment, and they are allowed what we call quiet enjoyment of it and lots of time to think about the new policies.

At the time the policies were introduced in 1958 down to this day, the Crown has never made this a matter of law. One could have made it a matter of law. There was a danger though I think that if you did, you might strike down the entire lease on the doctrine of indivisibility.



It only becomes a matter of law if someone sues the Crown, and in that event the Crown has its defence as I have stated it. We have got the formal opinion of the Deputy Attorney General.

Mr. DINSDALE: Well, the policy of gradualism as it has been called, there was no particularly strong reaction when a moratorium on further leases issue was declared in 1958 because that was recognized as long overdue because of the pressure on National Parks. It was, and I use that word again, the arbitrary cancellation of the perpetuity feature without recourse or without reference to Parliament, I think, that caused a very unfortunate kickback and you were with us in Banff and Jasper, and I think you will agree with us that the feelings were strong indeed.

I presume if we went back again we would have a similar reaction. I re-emphasize that the people there are quite happy to accept the conservationist concept of the national park development provided their special circumstances, and they are in a special and in a peculiar position.

Now I shall be interested in seeing the comments on some of the more difficult cases that were brought before us. You have suggested that because individuals are involved, an element of confidentiality should be observed, but—

Mr. MACDONALD: I leave it to the Committee—

Mr. DINSDALE: —one or two of the events were so publicly dramatic that I do not think that confidentiality can be preserved in any case.

Mr. MACDONALD: We are happy, either we will table at the request, or the Chairman of the steering Committee can decide to table it, we do not care.

Mr. DINSDALE: Now the gentleman, for example, who—I have forgotten his name.

An hon. MEMBER: Mr. Rayner.

Mr. DINSDALE: Yes, Mr. Rayner, I do not think he would object to having—

An hon. MEMBER: No.

Mr. DINSDALE: —his story tabled for the committee's edification and reference.

The CHAIRMAN: If the committee agrees, we will have it incorporated into the proceedings.

Mr. MACDONALD: Mr. Rayner's case is one that I referred to. It is elliptically a little while back and I gave you some of the dates. The main point is Mr. Rayner's testimony has been that he has pioneered the Marmith ski basin, and therefore had rights. Even I, I must confess, was moved by the story because my own association with this department is much subsequent to Mr. Rayner's involvement, and the transaction to which he now takes exception occurred just as I joined it, but the records I have been given show that the department put in a jeep road in that area in 1946 and many other commercial operators have been in before Mr. Rayner, but these are so—

The CHAIRMAN: Is it agreed that we will have the statement of Mr. Rayner tabled?

An hon. MEMBER: Agreed.

Mr. DINSDALE: One further question on this particular point, the problem of commercial leaseholds, as I understand it, the current policy will mean that eventually all these properties will revert to the Crown and will be offered on a tender basis to private operators on a management basis.

Now, we had one of the operators from Waterton before us and suggested that this was a retrograde step. The American authorities in trying to cope with the population explosion of their national parks had reversed the concept, and in order to ensure the provision of facilities adequate to meet this population explosion, they have introduced legislation that will give a certain guarantee to these people who make the initial investment, that they should have some right of continuing their managerial responsibility.

Mr. MACDONALD: I think the witness' comment referred to is understandable in the United States terms if you understand the history of their policy.

They are coming closer in effect, in some degree, to what we are doing in that, as I understand it, they had previously attempted to provide departmental or park service facilities, and it is this which comes under the screens of budgetary requirements.

What they are trying to do, although in a different way, is what has always been the history in the National Parks in that we let private investment in in the first instance, and the only issue at stake here, is how do you arrive at the compensation for the work of the investment put in the place.

We much prefer our system whereby a man freely bidding, bids the term of years, if that is the case, or looks at the term of years offered and the rate of percentage of gross that he will pay, plus what he will invest, and decide whether that makes a sound investment on his part.

In other words, you predetermine compensation by competitive process.

The United States system, which is so much referred to, is to my mind what I would describe as putting off until tomorrow what you can do today. What does this system do?

It says that if the man is not given the continuation at some future date, we will then get down and determine what the value of the assets are and compensate you then.

Anybody who has had any experience with problems of value knows that that is an infinitely more controversial aspect than anything that we are talking about today.

An entrepreneur can be costed in a competitive position to make his own judgement knowing all the circumstances of his investment, and they are, let us say right now he has 42 years within which he has to fully recover his investment, because at the end of that term, the assets run with the land.

He knows he may have continued management, if he has been a good manager and so on as I have explained this morning, and therefore he is competing on only one thing, in those given circumstances, how much am I prepared to pay for this opportunity to invest? Now, the only place we would fail would be if we were to try to set the terms as low as the United States policy are in practice which I think run from 15 or 30—very few with 30 years. There are a few situations in the national park now where a 15 year term might come up, but most of all we have had no problems with investors as to the term.

Mr. DINSDALE: Well, it is an indirect way of giving Crown ownership and I think this is a debatable point as to whether that is the best method of handling service facilities in National Parks.

Mr. MACDONALD: Well I think the argument arises this way, Mr. Dinsdale, first of all, one has to make up one's mind whether a park can be run with privately owned land or publicly owned land.

Almost without debate in the world now, it seems to be accepted that you can only successfully control not only today's events but in the future events on the base of publicly owned land.

If the land is publicly owned land, and private structures reside thereon, either the buildings revert to the Crown at the end or you must continue to extend the lease. If you continue to extend the lease, then your first part of your policy is defeated, this is no longer a lease.

If you have given one extension to one man, what is your excuse for not giving one to the next man, and so on down the line.

Now why do we want to do this? I think possibly you might recall some of the arguments.

Once these fixed term leases have expired and the legal title to the structures have reverted to the land, it is all in the public domain, if we have to at that time, and it will have to be a continuous process, for example, redevelop a major area of Banff townsite which is quite a possibility.

That redevelopment for new, different and improved visitor services at that time, probably more dense occupation of the land, can be carried out without a burden of compensation. Road re-alignment, the conversion of one use to another, can be done if compensation problems have been predetermined, and run off over the long period of time.

What we have been running across is that our road programs, our recovery of land for day use facilities, the need to redevelop Jasper and Banff which is very urgent, if any of you have looked at it and saw what was happening, is at the present time burdened and delayed because of the fact that rights have been created and which have to be paid for at the present time in fairly large expropriational settlements.

Mr. DINSDALE: Well we can discuss this item, you have got a real problem to face in the railway property which is another problem in these National Parks, and at this stage I do not think we can proceed further with discussion. I am sure that some of these things will be tested in the courts eventually, but there is just one general question.

In addition to applying the national park concept to the mountain parks, and meeting the current increasing demand for recreational facilities, there is also the need for new national parks. You make reference to this in your presentation. The requirement would amount to about 3 new parks a year. When do you think we will gear up to that tempo?

Mr. MACDONALD: I do not know, obviously, we are stating an idealization. It has to be a point of view, it is a park planner's point of view. There is room for argument as to how much of a country's land ought to be set aside in this kind of park which is completely dedicated to be preserved as much as possible unimpaired.

We have no view really as to when and if we would gear up to that level, because this is firstly dependent upon the provinces, it was to acquire the land and turn it over to the Government of Canada, and secondly, we must compete in the federal level with many other legally highly desirable objects, and it is a matter for the government as a



whole, the treasury board to determine, as you know, the slice that we get. This department's budget has grown very, very radically and the amount of expenditures on the national parks has grown to nearly historic highs now.

We have not even touched such matters which are still in the highly planning stage as a new secondary roads policy. This concept of transition zones implies opening them up in a discreet way over the years so that they could become available to ordinary travelling public through motor vehicle, while still preserving intact the complete wilderness area. This kind of program is in the hundreds of millions of dollars, and so it is really hard to guess.

MR. LAING: I think Mr. Dinsdale is entitled to know that our personnel, our technical people are in discussion with their counterparts in the provinces in no less than seven instances at the present time; Saskatchewan, Manitoba, Ontario, New Brunswick, Prince Edward Island, B.C. and Alberta, because we have had continuing discussion with Alberta with respect to the Wood Buffalo.

MR. DINSDALE: Could I ask the Minister what the prospects are in the territories?

AN HON. MEMBER: The Northwest Territories or the Yukon Territory?

MR. LAING: Mr. MacDonald will answer that. We are having discussions.

MR. MACDONALD: We have had several discussions and interchanges. The most current concept, to try to meet some of the problems, and one which we are probably going to extrapolate for use elsewhere, is what has been referred to as the core theory. One of the fundamental characteristics of a national park which we feel should be insisted upon, but once dedicated, it is dedicated forever, because if you put it in, we must fight the doctrine that a national park is something that is not usable for anything else, so it is an act of dedication.

This arouses some concern in areas which have not been adequately explored, such as the Northern territories. If several features are equal as far as beauty and splendor are concerned, they might have unfortunately chosen the wrong area, and the suggestion put forward by the planners of which the Minister is considering, is the core theory whereby the minimum area, which is roughly one hundred square miles, would be chosen and dedicated forever, without any revocability to it, but a much larger and continuous area which may end up with making a truly magnificent park, might also be described and legislated for, but with some considerable period of time provided for continued exploration, and as it is sort of explored out, then some of these continuous areas could be added to the original core with the end result being hopefully a magnificent park instead of a minimum park. That is one of the devices under discussion.

MR. LAING: In the case of the Yukon, there is a wide public discussion going on dating back to your days with respect to the St. Elias region which is probably the most dazzlingly beautiful area on the continent, and always there comes up from the voices of the developers that "there is gold in them thur hills" gold in this case supposed to be copper, but I would hope that we could do something there too.

MR. DINSDALE: I think Mr. MacDonald's concept might be a solution and could operate under the transition principle.

MR. ROXBURGH: Just a quick supplementary, Mr. MacDonald, is there any national percentage, or is there any law or do you go by anything as to the percentage of



land, you made the statement that essentially that is what you are striking for, the percentage of land for national parks?

Mr. MACDONALD: Well, you can find some analogies, I think, you take a small country like Japan, I am told has something like 6 per cent of this land. It gives you bench mark on one side as to whether we have too much. We are less than 1 per cent.

Mr. ROXBURGH: At the present time?

Mr. MACDONALD: Yes.

Mr. DINSDALE: Japan has as many national parks as Canada.

Mr. MACDONALD: You look at that very intensely populated country and think of it as having 6 per cent; surely we are not in the excessive position, we are somewhere in between the 2 and 3 per cent mark, but you know, it is bound to be an arguable proposition.

Mr. DINSDALE: One final question, Mr. Chairman, and then I shall yield, what are the possibilities of getting a national-provincial program?

Mr. MACDONALD: Well, in a sense this is what we have been arguing particularly in Alberta, where for historic reasons, the National Parks have had such a dominant role, but elsewhere as well, that the National Parks are only one part of what should be viewed as a total system, using the word national without caps in this sense, including national, provincial, municipal, local recreational, shoreline recapture, national waterways, natural trails and so on, some of which could also be related to the national system but also to the provincial system.

There is a federal-provincial parks conference at the technical level which is now developing useful interchanges on characteristics, land surveys, and so on. The Canada land inventory which is a co-operative program ought to contribute a great deal of basic data on land usage and land potential, and hopefully one could go on from there. In whether you have in mind a formal program, I am not certain that anything is in discussion of that nature, but at the technical level, they are moving in the direction of the recognition of the principle.

Mr. DINSDALE: Well as your presentation indicated, the recreational demands are one of our most urgent social demands and I think requires very urgent action if we are going to meet it. We are not keeping pace quite obviously at the moment.

Mr. MACDONALD: I might just mention what has been drawn to my attention, that what we put in our brief, that we have retained a consultant.

We recognize this broad parameter and we have retained a consultant to recommend methodology and a scope of a survey of outdoor recreational needs in Canada in the future, a fairly futuristic look, as it might be reflected or as so we might determine the reflection on terms of demand on the national parks, both as to where they ought to be, how many there ought to be and how much money we should be spending, which ones we should be doing first, but that is the kind of thing we think has to be pushed.

The CHAIRMAN: I have four more questioners here, Mr. Tucker, Mr. Gundlock, Mr. Barnett, and Mr. Orange. Mr. Tucker.

Mr. TUCKER: Mr. Chairman, I would like to congratulate Mr. MacDonald on this splendid report which he has presented to this committee, and some of the questions

which I propose to ask have been asked but on page 35, paragraph 2, he said and I quote:

It is interesting to note that during this precise period of time another 40 unit apartment development in Banff Townsite was facing financial difficulties due to a vacancy rate exceeding 50 per cent throughout the year.

I wonder if he would care to elaborate on that statement. I believe the owner of that apartment is living in Edmonton.

Mr. MACDONALD: He might be. This was one of the interesting juxtaposition which I suppose illustrate the complexity of administering an apartment.

This gentleman was sitting right beside me when, I think, he represented the school board at Clayton, the difficulty of getting accommodation for teachers and losing teachers, and he was jumping up and down like a bug on hot water whispering into my ear "My God, I cannot rent my apartments". Now, we do not think his rent structure is excessive.

Mr. TUCKER: It was my understanding too. What is his rent?

Mr. MACDONALD: The rent structure is \$90 to \$120 which on first glance does not appear to be excessive for accommodation today. His pressing want was to let him take in daily tourists in the summertime in order to save him from possible financial difficulties on this particular unit, and this would create certain problems from our point of view, but the full explanation of that is not clear to me. There probably is a shortage, but it may have to do with personal preferences, I do not understand it fully.

Mr. TUCKER: If it does not add up when you say his rates are not out of line?

Mr. MACDONALD: No, you cannot say his rents are excessive and the accommodation is new. I understand it is nice. It would be ideal for example for single teachers, so it was particularly during that presentation that he was most exercised about this apparent economy which is not entirely explicable, and he still has this high vacancy rate.

The CHAIRMAN: Are you finished Mr. MacDonald?

Mr. MACDONALD: Thank you.

The CHAIRMAN: Mr. Gundlock.

Mr. GUNDLOCK: Mr. Chairman, it seems to me through all of this, there must somehow or other be a better way or an easier way to accomplish what apparently the department is attempting to do.

I refer particularly to leaseholding and the winding up of a leasehold. I, of course, am more or less personal about it, or selfish about it. I look forward to the time when the department will in itself own and administer the Prince of Wales Hotel in Waterton Lakes.

To me this goes against a basic democratic concept as far as I am concerned. Some people may agree with this. I certainly do not, and it has been my experience here in Ottawa that this whole thing has evolved and developed within a department, of a department of government. I think it has been said that parliament itself has not acted on this policy.

It seems that the public of Canada have not accepted this policy and yet again it evolves and develops in a department, within a department of government, and this

seems to me, Mr. MacDonald and Mr. Chairman, Mr. Minister, that this is a wrong and very arbitrary way to develop a policy.

Again a little further on, this policy is here, the Committee is here, Parliament is here, the Committee went on a trip, it does not seem to make one iota of difference, the policy is there, the Committee is not even allowed to make an interim report. It seems to me—

The CHAIRMAN: Mr. Gundlock, I am afraid that you are under a misapprehension. This Committee will bring in a report and I might explain that the Steering Committee after having heard Mr. MacDonald and the Minister explain their position with regard to park management and park policy, the Steering Committee will recommend a draft report which will be considered by the Committee. Now you will have an opportunity then and every member will have an opportunity to express their views.

Mr. GUNDLOCK: Well, my apologies, Mr. Chairman, but it does seem to me that we have been on a grand brain-washing tour up to this point at least. Going back for a moment, there is a great deal said about tenure of leasing and leasing time being long enough ordinarily to recover investment, and I cannot help but recall the argument that was put forth I think it was by Mr. Craig from Waterton Lakes Chamber of Commerce in pointing out, and again as well as from Mr. Hummel from Washington that when you are faced with a three-month operation out of the year, then you divide these terms roughly by four, and doing that, and looking at it from a strictly investment standpoint and return investment, you have 10½ years which really does not agree with the concept that you have put forth on the length of leasing.

Whether that is right or not, I am not too sure, but I am sure of one thing or feel sure that if it is right, and it seems reasonably so, there is one of two things, either the leaseholder is under some sort of duress, or else the public are charged a great deal more than would be necessary under a longer lease term.

I do not know, would you like to comment on this, Mr. MacDonald?

Mr. MACDONALD: The issue of whether the term is right is a significant point. Seasonality of the operation is of course a factor. I would point out that for new investments, you will, I am fairly confident, not find new money going into any proposition that has a payback greater than 20 years.

Demands for capital are definitely greater in a period, than anything we have experienced in the North American continent in the last 20 or more years, something else might prevail, so one could argue that this is indeed the justification for going to 42 years.

A member of the Committee last week had me defending 42 years, pointing out that it was in excess of some tenets of law of 21 years.

Finally, I would like to draw your attention again though to the point we made earlier that the policy contemplates and will have included as an option clause in the lease, two option clauses, continued management of the business in a profit-making position, and what we are trying to say there in effectively the same position, for at least 10 years subsequent to the expiry of the fixed term. So we are talking at least 52 years either he or his successors for that kind of thing, and then the first refusal clause.



if competing bids are called. So this element of seasonality which varies from park to park probably is true in Waterton, certainly in Jasper, increasingly less so now in Banff as the skiing develops.

There are some very hopeful signs of skiing development outside of Waterton which may have a bearing on seasonality in that park, but it is a real fact, there is no question about it. This will become evident with respect to new proposals.

One of the best ways to test these things is to determine what investors will do, and we would propose when the appropriate circumstances do arise to recommend to the Minister that the term of lease be one of the bidding conditions just to see what arises because sometimes these are subjective opinions.

Mr. GUNDLOCK: I really have no specified feeling about the length of leases. It is the taking over and the compensation, and there again I refer to the operation of the Prince of Wales in Waterton by Mr. Hummel and his associates. He has had a great deal of experience not only as a leaseholder, but in the U.S. connected with the department or the government itself and with his experience, I cannot see how the department can really see that they would take over that particular property and how they would ever do it without too much trouble.

Mr. MACDONALD: I would like some clarification; this point has come up several times, Mr. Gundlock. In case there is any misunderstanding in the words "take-over", the policy seeks a change of legal condition not the direct operation of the businesses.

It is our hope now, and we think the policies are designed to accomplish it, that the businesses will always continue to be operated by businessmen. Further, the policy puts a premium on continued occupancy by the incumbent businessman, that is where the two option clauses, and we underline the word "if" with respect to calling new bids. That device might only be implied if there was decay in management which happens over long periods of time. It is hard to look forward 70 or 80 years.

These, we think, are protections for future administrators, but once the policy accomplishes its main purpose that the physical assets, the bricks and mortar were of the same characteristics and the land, namely the public domain, the operation of the business is an entrepreneur function and the policy would be designed to keep entrepreneurs in, and more particularly the entrepreneur who has had a record of successful management.

Mr. GUNDLOCK: We are great on that point, Mr. MacDonald, that is a fact now and always has been. The department has a complete, I could even say day by day control over that sort of thing and any time a man does not do properly for almost any reason, well any reason within rules and regulations, he is out. It does not make any difference whether he has a hundred year lease or not.

Mr. MACDONALD: These have never been tested in court.

Mr. GUNDLOCK: Well, it is a practice.

Mr. MACDONALD: Well, what we are trying to talk about, Mr. Gundlock, is that, take the Prince of Wales Hotel, I am not sure of its physical location, but it is fair to say that 42 years runs out, it is now running on, the 10 year option and another 10 year option, that is 62 years. The successors of the time are first rate managers, there is no flaw in the operation. It is paying an ample return, there has been a satis-



factory mutual negotiation and nobody is unhappy either way. It is likely that that incumbent management would continue in successive 10 or 5 year periods, 10 or 5 being chosen depending upon whether there was a major refurbishing required by the entrepreneur.

If he has to put in \$150,000 or \$100,000 on furnishings he would want more than 5 years, and it might run like that, but what might arise, the point of the policy is that particular area of Waterton might, 80 years from now, have to be completely re-changed as to its use.

What it does mean is that the operators of this kind could be given notice then that there would be no renewals after the expiration of the 10 year period in question, they should govern themselves accordingly, having had something like 70 years to recover investment.

Maybe visitation has become so intense that 80 years from now that business is going to be converted for people who come in and out and there will not be accommodation.

The public exchequer then would not be burdened with compensation payments of over a million or whatever dollars it might be in time. This is the nub of the problem, and the way to accomplish it is to take a long period of time and to make sure that there is ample time to recover, this is more to the point with respect to people now operating under the present regime. They are entitled to more notice. The new man coming in needs to know exactly what he is coming into but I want to stress the department does not propose to administer the hotels.

Mr. GUNDLOCK: But in fact they would own them.

Mr. MACDONALD: The Crown would own them, the public land.

Mr. GUNDLOCK: Yes. I want to ask one more question right on the same line. You mentioned that the area might be needed for something else, is it not possible under present rules and regulations to acquire that right now without this new—

Mr. MACDONALD: Oh yes, only at a price, sir.

Mr. GUNDLOCK: Well.

Mr. MACDONALD: At price face—

Mr. GUNDLOCK: Well, does not there have to be a price in it?

Mr. MACDONALD: No, the price this way runs out by the terms of the lease you see.

Mr. GUNDLOCK: Well this—

Mr. MACDONALD: This is the whole point. The parks' budget right now is strained at the seams. I was asked by Mr. Dinsdale exactly when we would gear up to 2 or 3 parks per year.

Mr. GUNDLOCK: The legality is actually there, is it not?

Mr. MACDONALD: Oh, it is. The public can expropriate anything.

Mr. GUNDLOCK: Well sure—

Mr. MACDONALD: In which case you are going to pay the value. The point we are trying to recover is that these lands revert to the public domain at some future date, so that future administrators will have flexibility without having to incur great costs, and bear in mind that some of the values that will have accrued to these properties will in

part at least have arisen from the public expenditures which will go into making these parks accessible, attractive and therefore commercial.

Mr. GUNDLOCK: Well, Mr. Chairman, I do not wish to take up any more time, but one short question I would like to ask the Minister for the department, has there been any recent negotiation with the Province of British Columbia in regard to adding to Waterton Park, particularly on the West side to facilitate, a circle road through Waterton and Glacier, the international Peace Park?

Mr. LAING: I think not recently, Mr. Gundlock. I think about two years ago, this is the Kishenena highway.

An hon. MEMBER: Akimina or Kishenena highway?

Mr. LAING: Kishenena highway, and we asked at the time that the province of British Columbia turn the property over to us and we undertook to build the road.

This is the circuit route that you are so much aware of, and which we would think would give us a great deal more cohesion with the great American park to the south, indeed bring more visitors. It would also bring visitors from British Columbia.

British Columbia did not agree to turn any land over to us. I believe they did offer us a right of way, I think I am correct in that, a right of way for the road.

Mr. MACDONALD: Well, whether that was ever a formal offer I could not say, it may have arisen in discussions between officials that in order to let us construct the highway, they might give us enough land to carry the ribbon—

Mr. GUNDLOCK: I think that was a suggestion.

Mr. LAING: There was not the co-operation that we thought was justified to do the job I know that, there was no evidence of co-operation.

Mr. GUNDLOCK: You did not feel that—did they actually offer a right of way, say, 2,000 feet?

Mr. LAING: I thought they had offered a right of way at one time.

Mr. MACDONALD: My memory is not accurate on this point. I do not know that it had reached the point of formal government offer.

It is conceivable that that suggestion did arise either in correspondence or verbal discussions, but it was not acceptable because it would put us in the highway business outside a park.

The only way that it might be compatible would be to have it up in a little corner of that land so that the entire road would lie within the park and you would kill two birds with one stone and then you would get up a better park as well.

Mr. LAING: I think, Mr. Gundlock, due to something I heard in Calgary the other day, it may well be that we will have to endeavour to get in some sort of discussion with them again.

It seems to be more and more important because the Americans are putting a centre down at the south end of the lake now, which is not accessible at all except to Canada, and it would seem more and more that there is a necessity.

To make full effective use of our park, a very close association of our road is necessary.

Mr. GUNDLOCK: Well, thank you Mr. Chairman.

The CHAIRMAN: I have Mr. Barnett, then Mr. Orange and then Mr. Kindt. I wish to point out that the room had been engaged until 11. It is now a quarter to 12. I hope we will be able to conclude by 12 o'clock. Mr. Barnett.

Mr. BARNETT: Well, Mr. Chairman, there is one area of questioning and discussion that has not been entered into at all this morning, and I would like to have an opportunity to raise, but I think it is too broad a question to attempt to raise within the time limits that you—

The CHAIRMAN: Go ahead, go ahead and ask the question.

Mr. BARNETT: However, I have a question in another area that is related directly to some of the previous questioning and answers that have been given.

Recurring throughout the general discussion and the statement of Mr. MacDonald about the commercial leasing system as it has been set up by the department, or is being developed, was raised the opportunity to recoup investment.

It has been argued and it has been touched upon somewhat earlier here that one of the results of this within the limits of a leasing system with no rights of compensation for the capital investment at the end of the period, is the creation of an arbitrarily or somewhat arbitrarily high cost to the customer or user of the facilities like Mr. Hummel among others was one of the people who argued that point, and if I just might make reference to his statement on page 944 of the Committee, he says:

You are asking for trouble and, in the end, it is going to be paid for by the individual who comes into your park in terms of higher rates. Economics just dictate that.

We heard similar statements in Banff and Jasper before the Committee and discussions with individuals. The thing is difficult to assess. How much of this is argument and how much of it is fact?

Mr. MACDONALD: Well I think—

Mr. BARNETT: Have we got any guidelines that we could use as to how rates for equivalent accommodation in our parks actually compare with seasonal tourist accommodation outside of the parks. Just how can we get to the nub of this question to make a realistic appraisal of the pros and cons of the argument?

Mr. MACDONALD: There are some tests you can apply, Mr. Barnett. First of all, there is the competitive factor which is still present in most situations in the National Parks, and in this circumstance, the investor is in no different situation than he would be in anywhere in the rest of the country.

He is making a judgment about the rate of return of capital, the length of time to recoup his investment. These are two things an investor will want to do. Whether he could in turn use that as a basis in effect to gouge the visitor by some extra override would be a function of the competitive situation in the National Parks. Except for one or two isolated areas, there are no real monopoly situations, that is, people have alternatives and choice.

You also, to accept that argument, have to believe that the present policy or the incumbent situation has produced low prices, and I do not think this is the evidence of visitors to the national parks. Up to recent years, we attempted to control prices. This was in fact a power of the National Park regulations, and we moved away from that



because it was involving us in a sense of financial responsibility for the successful operation or otherwise of these various hotels who are all in rather severe competition with each other.

Now, therefore, to accept Mr. Hummel's point, you would have to believe that there is no limitation on what the hotel operator can charge. This is not what the Rocky Mountain Motel Owners' Association, for example, would represent to us on the other side of the coin.

Without a doubt, however, in future, the competitive situation will alter by definition because we will run out of places where we can site suitable accommodation, and it is that factor more than any other factor about investment which is going to govern what the visitor pays because, increasingly, as more and more visitors present themselves at the gate and the total accommodation remains fairly static at some future date.

I am talking future, then in total, the visitor is presented with a quasi-monopoly situation. At that time, it is a view of mine, speculative to the future, that the Minister of the day will have to re-establish his powers to control prices, and accept the cost of doing it effectively.

We moved out of it because we could not do it effectively, and in the present competitive situation was not necessary, but it is the relationship of visitors to the total number of rooms, not the invested commissions which are going to be the dominant factors.

Mr. BARNETT: I will not pursue the matter any further, except that I was wondering whether the department did have available any sort of comparable statistics that might be given to the committee?

Mr. MACDONALD: Well, I do not know. We did have some study on accommodation, we do have a great number of complaints about the high cost of accommodation in places like Banff which have such a high national and international reputation and are getting very congested. We get many, many charges about overcharging and so, but I doubt if the situation is markedly different than any seasonal resort that happens to be doing good business.

Mr. BARNETT: Well, I was not sure whether it would be possible to obtain anything that would be useful. Some of us have had experience, if I could cite an example, of the rates charged for comparable accommodation travelling South on the West coast of the United States on the central highway and going through the Redwood Highway to Northern California, the rates are much higher, and the argument has always been the seasonal situation compared with the year round one.

Mr. MACDONALD: My own judgment, although I do not have facts, we have never had an in-park out-park comparison of rates made, would be that the situation is so far to different as between inside and outside the park than from any other seasonal resort area, that is they have to expect the seasonality problem, but as I indicated in the future, it could alter once we come to the end of the available accommodation sites.

Mr. BARNETT: The branches, you are saying, actually have not made a statistical study on this question?

Mr. MACDONALD: Not so far.

The CHAIRMAN: Mr. Orange.



Mr. ORANGE: Mr. Chairman, I think just before I ask my main question I will just refer to a statement made earlier that the townsite of Banff was in existence before the park. I just question this. I would like Mr. MacDonald to clarify this, whether or not Banff did exist before the park was created, or if the townsite came into existence as a result of the park?

Mr. MACDONALD: I believe the latter, but the park in an earlier version. As you know, Banff has gone through successive versions, and I think what might be referred to here is the relationship to the earlier version of the park.

Mr. ORANGE: I wanted to have that clarification. I would like to refer specifically to Wood Buffalo Park, Mr. Chairman, and the proposals that we hear from time to time to examine the park in terms of its size, its function, its purpose, to look at the park in relation to the gypsum deposits, and also the timber stands. We know the park now is not being used in the true concept of the park.

It consists of approximately 17,000 square miles and 17,000 buffalo. We have a number of timber operations within the park which are beyond the terms of reference of a national park.

Mr. Laing, some few days ago, mentioned to the Mayor of Fort Smith that he would be entering into negotiations once again with the Province of Alberta with regard to the gypsum deposits and the future of the park.

Now, I have a number of questions in this regard, first of all, Mr. Chairman, I am anxious to see a resolution with regard to the future of this particular facility, the opening up of the park for exploration or parts of it for exploration, also the determination of what happens to the commercial operations which now exist in the park, the timber stands which are being exploited by various—Swanson Lumber particularly, and I feel personally that this park will have a great effect on the opening up of that southern part of the Mackenzie District.

I would not like, for example, to see the so-called timber stands withdrawn because of their potential for use in other areas of northern Alberta, north-eastern Alberta and the southern Mackenzie area, and at the same time we read in the paper, I think it was yesterday or today, where a minister of the Crown in Alberta has come out strongly against—sort of any swap of land, the Cypress Hills versus the gypsum deposits, using the example of this you are giving, he is equating this in terms of square miles not the value of the square miles.

Mr. MACDONALD: Well, I would like to make one point and then give the recent record of what has happened with respect to negotiations with the Province of Alberta. You have made a point which is frequently made about the present use of Wood Buffalo Park. Without being any better able than anyone else to forecast what the future is going to be. I would however caution about using today's judgments about use of park lands, anywhere as necessarily their condition one or two or more hundred years from now which is the perspective when one talks about keeping forever lands unimpaired.

However, it is true historically certain areas of the Wood Buffalo Park have departed from that idealized state in terms of timber rights having been granted and certain gypsum deposits whose commercial exploitability has been a matter of debate one way or the other from time to time.

What the Minister has offered in writing to the Province of Alberta and in personal meetings is an exchange with the Province of Alberta, not, repeat not, on an acre for acre basis, but on a qualitative basis, which would see a much, much larger area of Wood Buffalo Park excluded by redrawing the boundaries to take out these areas described and much smaller but probably better located areas of land in southern Alberta added to the national parks' system, but not on an acre for acre basis, and the point of this policy of course relates directly to the doctrine of dedication and irrevocability.

If one, too easily discovers some natural resources in a national park, then decides to redraw the boundaries or change one's mind, then the whole concept and point of the National Parks' system falls to the ground.

MR. ORANGE: On this particular point, Mr. Chairman, I think that we should get something clear, that is that when this so-called preserve was set up, it was called a national park, but in my judgment and from my knowledge of what transpired at the time, this was never intended to fulfill the role of a national park. It was intended to be a wildlife preserve for the plains and the woods Buffalo and up to this point has stayed as such.

Now, my concern, and I think the concern of a lot of people, is the re-evaluation of this particular area, and to ensure that if it is decided that a national should be created from some part or all of this area, that it be done, rather than just leave it in a sort of state of limbo that it appears to be at this stage. I know there has been some extensive planning in this regard, but—

MR. MACDONALD: I am discussing what is still going on with Alberta.

MR. ORANGE: Yes, but what I would like to see personally is some statement on just where and how we can go with regard to what the shape, form and function of this park should be in the future.

MR. MACDONALD: Well, I feel this in effect has been done. The suggested new boundaries were conveyed to the Province of Alberta. The remainder would be a wilderness preserve which is what a national park is. The issue of transition zones and so on does not arise in this generation or the next, but what you suggest has in fact been done, and we are hopeful these discussions, notwithstanding the discouraging statement to which you referred, would result in some kind of arrangement which would be acceptable to both governments, but which would permit the Minister to take the position that there has not been any real retreat in significant National Park value terms, but rather an enhancement of them.

MR. LAING: The size of Wood Buffalo is such that while we intend to retain the buffalo herd as a national herd, we do not require 17,000 square miles for the buffalo herd.

Our thought was that it would be impossible in the light of public opinion today to wipe out or even significantly reduce a National Park, and Wood Buffalo in the minds of the public is a national park, and we asked, our whole approach, I think probably Mr. Dinsdale he had some discussion before it was along similar lines, that we had to get compensating lands of value if not of size in return.

The attitude of the government of Alberta, the official attitude at the present time, is that they feel and this has been expressed to us that there is already too much of

Alberta in the National Parks. We had in mind Cypress Hills which is part of Alberta and part of Saskatchewan. We have a letter from the Saskatchewan government agreeing to participate or throw their portion into the National Park.

We have been told by Alberta that they have no intention of giving us their part of Cypress Hills. We have been re-addressed in our thinking to Dinosaur area, we have been looking at that, but it is a long, narrow piece of property that I can hardly conceive of making a National Park, but it is a very historic and valuable scientific area—

Mr. MACDONALD: A national monument.

Mr. LAING: —a national and historic monument, and that is the way the matter stands. Our thinking and I do not know that we have expressed it as you suggested, Mr. MacDonald, the lines of the park, we may have done that at one time.

Mr. MACDONALD: Yes, we—

Mr. LAING: It was our thinking that the area South of the Peace River might conceivably be transferred if we could get to the appropriate areas South, this for two reasons, that the development of the gypsum which I am told is extremely valuable being the highest grade of gypsum available, would entail the building of a railway through that area and to cross the Peace either by railroad or bridge is going to entail a very heavy expenditure, and we were thinking that the area South of the Peace might be up for consideration.

I have been trying to obtain the population of bison who reside South of the Peace, and I do not know what it is. It is thought that if they were swept across there, they might swim back again, I do not know about that. There are plenty of areas North of the Peace and magnificent grass land in the Slave area for the buffalo herds and this is the type of thinking, this is the way it sits at the present time.

I have had comparatively recent correspondence with Mr. Rusty. We will be talking to him again. I did not see this report that Mr. Orange referred to, but we will talk to them again. I would think that given a little more expenditure up there North of the Peace and incorporating all of that area presently in the territories as well as the area in Alberta, North of the Peace, given some expenditure we could make a very interesting park there.

The difficulty is that the season is very short from frost to frost again, and roads would have to be put in. The area is going to be developed.

The eastern side of Alberta is unquestionably going to be developed because of tar sands and what is going on North of the tar sands area, and we are told that Alberta is projecting a road north of McMurray for a considerable distance so that I think we could reduce the size of that park at the present time without impairing any of the qualities at all, but probably improving them, but I do not think that we should do that without a comparable allocation of properties in southern Alberta.

The CHAIRMAN: Mr. Kindt.

Mr. KINDT: I just have a few observations to make, and I am sorry that I come so late in the discussion, it is my own fault, I should have been here a little earlier, but the thing that worries me in this Committee and I am sure that it plagues the Minister, the Deputy Minister and everyone else, is the fact that we still have not and the department



still has not got the answer between private ownership and public ownership and the method of closing out the private owner.

Now, there is one simple way to do that. There is one simple, simple way to do that, and regardless of how adamant the Deputy Minister is or the Minister is, you will never live with the policy that you have now got. It will rise up to plague you in this instance and that instance and work to the detriment of the parks. The only thing that you can do, and you are forced by economic law and by human relationships to compensate the commercial owner just like you are compensating the private owner. Now when his lease is terminated, you can take this over at any time as you have already said, if you want to use it for some other purpose and so on, provided you compensate. Now I think if you have got to come to a policy of compensation, set up a court, set up something else, I do not know what. The Deputy Minister mentioned that there was not sufficient appropriations. I do not think that is an argument.

I think that the lease can either be extended by law or compensated, and if these people that were originally in there, in Banff, or other spots before it was made into a park, and if you are going to compensate them at the end of a certain term, I do not think that would stand up under law at all if it were tested.

So I think you have got to come to a policy of compensation. That is the common, ordinary practice in the United States. It is a common, ordinary practice in all other business enterprise here in this country.

Now to be sure the Deputy Minister has put his finger on a touchy point on arriving at this controversial value at the time of closing it out, but that is arrived at when lands are taken over for other purposes. There is sometimes some controversy, but I would rather see that type of controversy than I would when it is a question of alternatives than I would to go in and confiscate.

There are only two alternatives open to the department, that is to confiscate the land, not the land, but confiscate the improvements on the land and close the man out, make it become equal to the land. Now, they seem reluctant to do that, but it seems to me that it is either that or follow a communistic system.

A communistic system is to take it over without compensation, and surely we are not now in a communist society. But this policy which the department is advancing is a communist policy, is a communist tactic, and I contend that it will never be accepted by the people out there, and the sooner you can get a reorientation of your thinking in accordance with the way things are and the economics of it, the sooner you are going to come to a policy which will be accepted by the people who are out there.

The CHAIRMAN: Dr. Haidasz.

MR. HAIDASZ: I realize that most of the arguments and the hearings at this and the last Committee meetings were both on the Western Parks. As a member of parliament from Ontario I would like to ask the Deputy Minister whether there are any plans for other national parks in Ontario? As you know, we only have three in Ontario, one of which Point Pelee has an area of only six square miles. I am sure Ontario, which is the largest populated province in Canada, and a very beautiful province, deserves more than three National Parks.



Mr. MACDONALD: Dr. Haidasz, we naturally would agree. The geometric mass that Ontario represents in Canada is not represented by the Island Parks, interesting and beautiful as they are in their own right.

We have had discussions extending over a period of time with officials in the Ontario government and at the present moment, I would tend to be on the optimistic side. But, I cannot do anything more than indicate a certain amount of optimism that these discussions might produce agreement on a suitable area that would meet minimum national parks standards which would be something at least a hundred square miles and associated, hopefully, within reach of the population of the province as it stands now, at least the centre of population. But beyond that I cannot say anything specific because as you are well aware, the initiative has to come from the province itself because so much is involved in these matters that the province must designate and must turn over without incumbrance the land required.

Mr. HAIDASZ: I hope that the Minister will let the provincial authorities know that, we from the Province of Ontario, would like to have more co-operation on their side.

An hon. MEMBER: Hear, hear.

The CHAIRMAN: One more question. Yes. Mr. Watson.

Mr. WATSON (*Assiniboia*): My first question was really related to what Dr. Haidasz said because I was curious to know whether you had any plans for a National Park along the shores of Lake Huron and Georgian Bay, and well—

Mr. MACDONALD: I guess you took it from my reply to Dr. Haidasz that we cannot have plans although we have and do enter into joint surveys if the province is willing. The province must designate.

Mr. WATSON (*Assiniboia*): They have to designate it so if there is going to be a park there—

Mr. MACDONALD: Yes.

Mr. WATSON (*Assiniboia*): Now the second question—

Mr. LAING: Has it been said that we have had a great deal of discussion with Ontario recently because—

Mr. MACDONALD: Very, very intensive discussions.

Mr. WATSON (*Assiniboia*): The second question has to do with bilingualism in your parks in Canada. I think one of the areas contacted when French Canadians travel in Canada is the parks system, and I think most French Canadians when they go West would tend to visit the parks. Do you have permission in the parks for bilingual signs, and in the larger parks at least one or two bilingual personnel, have you made provisions for this?

Mr. MACDONALD: On bilingual personnel, of course, throughout the whole department, we are extending the greatest efforts to include intake, not always successfully, because we are competing with other people as well. We do have a policy of gradually as we restore signs, we have a great number as you can well appreciate including highway signs and so on, the government policy is in this direction.

Mr. WATSON (*Assiniboia*): Well, are you doing something this year that will result in bilingual signs for Banff and Jasper?

Mr. MACDONALD: I do not know about Banff and Jasper.

The CHAIRMAN: Gentlemen, are you through with the—

Mr. WATSON (*Assiniboia*): No, I would like to have an answer to that.

Mr. MACDONALD: I am not sure whether this is a physical problem, as to policy, there is no dispute about it. Where we are physically at the moment I am not clear.

Mr. WATSON (*Assiniboia*): Well, Mr. MacDonald, do not you think it would be advisable at least in the parks where most visitors tend to go to institute such a policy as quickly as possible?

This is, it seems to me that this would be, we hear the complaint that from Quebecers that when they go outside of Quebec, they feel they are in a different country.

Mr. MACDONALD: I am advised by the branch that what they are doing is concentrating as a matter of priority on the Atlantic Provinces where up to this point of time the greater number of Quebec visitors have come. So it has been a question, I gather, of priority. We have been putting it there in the Eastern Atlantic parks. They have been getting a great visitation from Quebec Province, and we will gradually extend it.

Mr. WATSON (*Assiniboia*): Well, is there any provision being made, for example, in the major parks for a sign or something being put up to the effect if somebody does not speak English that they should contact so and so in among the personnel in the park, or is there any arrangement being made or worked out because there must be, there are some people who—

Mr. MACDONALD: As a matter of fact, I think, last summer we had a young girl out there, wherever we can, we try summer by summer intake whom we use to supplement the regular staff in the high peak tourist season, we try to get young people from Quebec put them out there and to provide this kind of function. We are not always successful, but we try.

The CHAIRMAN: Gentlemen, I think this has been a very interesting and informative meeting, and I wish to, on your behalf, thank Mr. MacDonald and the Minister—

Mr. DINSDALE: Just a point of clarification, I believe—

The CHAIRMAN: Mr. Dinsdale.

Mr. DINSDALE: The documents to be tabled, they cover most of the cases that were presented at our meeting, all of the cases—

Mr. MACDONALD: No, sorry, pardon me—

An hon. MEMBER: Rayner, Rayner.

Mr. MACDONALD: I believe the only one the Committee has agreed to table is the Rayner case. I have other cases which I have suggested that I would give to the Chairman and possibly the Steering Committee could make a determination whether they want to put this on the record or merely let the members look at it.

Mr. LAING: I would think it better not to print them, but I think that there should be copies here for every member of the committee.

Mr. DINSDALE: Yes, I agree with that procedure, if the Steering Committee could have a look at them and then we could make our decision based on our information.

The CHAIRMAN: Thank you.

Mr. LAING: I do not think we would be entitled to ask them to print them unless we—

Mr. DINSDALE: I agree, let us have the Steering Committee make this decision.

Mr. MACDONALD: We have everything on every case raised and—

The CHAIRMAN: Gentlemen, gentlemen, just a moment, gentlemen, I, on your behalf I wish to thank, Mr. MacDonald and also the Minister for being here this morning and for being so patient with us. I think they have been very, very effective. Now this, I believe, concludes the examination of the statement of National Parks and I propose that we—

Mr. BARNETT: Mr. Chairman, just on that point, may I suggest that we conclude the examination of the statement—

The CHAIRMAN: By the no, no, no, by the Assistant Deputy Minister, we will have—

Mr. BARNETT: This is one area which to me is a rather major area of questioning arising out of the statements in the brief, but I for one thought we might usefully have some further discussion about—

The CHAIRMAN: Well—

Mr. BARNETT: I am referring particularly to the townsites of Banff and Jasper as such. We have had quite a lot of discussion about leaseholders and so on, but naturally I—

The CHAIRMAN: I propose, I propose—

Mr. BARNETT: —but I was hoping that we might have an arrangement for at least one further meeting when Mr. MacDonald could be here. Well, if this is not generally done—

The CHAIRMAN: Well, if it is the general wish of the Committee, but what I was going to propose that the Steering Committee meets next Thursday morning to consider the recommendation for a preliminary draft report to the house, at which committee you may present, if you wish, your desire to have Mr. MacDonald appear again before preparing the report for the House.

Now I believe that we have had a considerable discussion along phases of the statement presented by Mr. MacDonald. I do not know what other areas you wish to touch upon, Mr. Barnett. Will you ask the question now?

Mr. BARNETT: Well, I do not know whether I could find the exact reference, but there is a section in the brief which has to do with the whole question of the municipal management or government of Banff and Jasper towns. To me, he has not really explored this in my view, explored this whole area of the presentation with Mr. MacDonald.

The CHAIRMAN: Go ahead and ask the question.

Mr. BARNETT: —and I think it is a rather large area that is why I said earlier I knew of your time limit, but I did not want to open it up at this—

The CHAIRMAN: We went overtime about an hour and a half.

Mr. BARNETT: Well, I must say that this is the only area of the presentation of Mr. MacDonald—

The CHAIRMAN: Ask the question.

Mr. BARNETT: —made in which I find it very difficult to accept the proposition that forever and all time Banff and Jasper townsites are going to be run by a townsite manager without any opportunity for the development in any real way of the institution of municipal government.



Mr. MACDONALD: Well, Mr. Barnett, if you want me to comment and really elaborate on what we have said there, I think the answer is found in our view in the acceptance of in effect an anachronism.

Historically these towns grew to their present size and therefore have taken on a community character within the parks. There are probably in our view two solutions, either one could find some geographic way of excising them from the park if one thought one could do that without damage to the park, in which case they would then fall back on their own resources and that of the province and become normal municipalities in that sense of the world.

If you can't find that solution, and so far we have not been able to find that solution without damage to the parks, then their principle characteristic is what we call a visitor service centre.

Their "Raison d'être" is to provide year round accommodation for those people who have to live in the park to provide the core of services required.

In our judgment and those of our advisors who have been consulted from time to time, it is impossible to give this community the normal characteristics of a town and still harbour it within the bosom, so to speak, of a National Park.

A town of this kind develops certain inherent characteristics of growth in the North American psychology that if it is good today, it is bigger, it is better tomorrow, expansion, control of all these matters of which we would continuously have to interfere in any event, if we were not to permit it to become like a cell or a cancer, so to speak, continually growing, and impinging on the values.

We find no escape from the dilemma or the responsibility that the size of these towns have to be kept within limits or else they will change their character and be inconsistent with the nature of the park. As they roughly are now, no serious damage has happened. We have to divert future growth in a degree to other centres which can also be kept reasonably small and consistent with the natural surroundings.

That does not mean that Banff and Jasper cannot be more intensively used, but they cannot sprawl very much further than they have gone without changing their character. So when one accepts these real limitations on the normal responsibilities of a town, you begin to move yourself backwards into the dilemma that all administrators have found themselves in this area, that is, it is hard to have a normal town and have it live within a National Park. That being the case, our policy has been to try to lean over backwards with respect to those matters which affect the person and his living or his life of the year round resident, to have advisory councils to consult, and more recently now that we have better staff, and I think recognize more clearly the dilemma, to be far more positive about the community aspects, in recognition of the abnormality of the area. When I speak of social services and things of this kind. We are now subsidizing the ambulance service and things of this kind, which normally a municipality would have moved into. That is about the only comment I can make.

Mr. BARNETT: Well, Mr. Chairman, I stated once that I do not quarrel with a single word that Mr. MacDonald has said about the necessary limitations on the growth and the necessity of controlling growth, it cannot apply to a normal community, or that I had not applied to a normal community. I think there is one thing that Mr. MacDonald has left out, and I think this is unique to Banff and Jasper and this is my observation the other service.



Mr. MACDONALD: Potential.

Mr. BARNETT: —the new service centres in Lake Louise and any other examples that might be brought forward, I agree entirely with this proposal. But I think what has been ignored, first of all is, that Banff and Jasper are not only park towns because of the existence of the trans-continental railways and the trans-continental highway, and we recognize that they are there and they are going to continue to be there, but so far I have not been able to accept entirely the premise that if you agree with the terms of reference that have been set forth with which I do agree, that the answer proposed by the department is the one and only answer.

Now, tentatively I put this forward as an alternative and I would appreciate any reaction that may be forthcoming arising from my experience with this committee of visiting the North and acquiring some knowledge of the problems of the Territories and their government as a result of that.

Tentatively, in my mind, I think consideration might be given to a form of government in Banff and Jasper which is now become an anathema in the Northwest Territories where, in effect, a townsite manager would be as a commissioner has been, an agent of the Crown of the minister, but there could within that framework be developed some reasonable form of municipal institution in a more formal way than the so-called advisory council. Now, I am not trying to be dogmatic about this, but I think that this is an approach that should be considered in view of the kinds of feeling that were expressed by the Canadian citizens who are going to spend their lives in those communities. That is why I do it with some background of having lived in an unorganized community where there was no constituted municipal government.

Mr. MACDONALD: I am not sure now, Mr. Barnett, how strong the feeling for local autonomy really is at the present moment. We have found, that in fact it is not, and the local advisory council who were elected by the people do not now push in that direction. I rather suspect after the visit of the Deputy Minister of Municipal Affairs to Jasper that there may be less feeling in this direction, because the plain fact of the matter is that local autonomy, normal municipal government would be a tremendous financial burden on the people living there.

At the present moment, the people in your evidence before you, were rather confused in this respect, where people tended to include their land rental for use on the land on the lease, what they paid to school, what they pay for a hospital is also somehow or other paying taxes.

But the facts of the matter are that in our townsites, leaving aside school which is a personal obligation for the education for children and a hospital, which is a specialized service, the only levy that we place upon the people in these townsites is a charge for sewer, water and garbage collection.

What you would know as the general mill rate is non-existent in these towns, and as the Deputy Minister pointed out the cost compared to Olds and Hanna which they have gone into in Alberta shows that the cost to the resident in these towns is something like 65 per cent of what it is in those towns. Our figures roughly show that.

An hon. MEMBER: Sixty-five per cent?

Mr. MACDONALD: Well, he said 65 per cent. The people are paying in Banff 65 per cent less than the people in Olds and Hanna, so this is quite apart from principle,

because I suspect it will become a strong factor in the views of people living within the parks.

Mr. BARNETT: Well, Mr. Chairman, again I accept the terms of reference on which Mr. MacDonald is arguing, but again I draw attention to what to me is a parallel between the development of self-government in the Northwest Territories where it is recognized I think—

Mr. MACDONALD: Except, sir—

Mr. ORANGE: Mr. Chairman, on a point of order here, there is I think a great difference. In the North, all we are doing is what happened throughout the rest of Canada, we are not surrounded by Crown land used for a specific purpose, what we are doing in the North is the development of unorganized areas into municipal governments, and I do not think there is a fair comparison here with the parks.

Mr. MACDONALD: Normal growth is not only permitted but anticipated.

The CHAIRMAN: If I were living in the park site such as Banff or Jasper knowing something about municipal governments, I certainly would not want a municipal government to be set up in those places.

Mr. DINSDALE: Mr. Chairman, could I have a question arising out of Mr. Barnett's question?

The CHAIRMAN: Yes, proceed.

Mr. DINSDALE: Mr. MacDonald, is not the confiscatory policy proposed by the department, will it not resolve this problem compounded by Mr. Barnett in townsites—

Mr. MACDONALD: I, I—

Mr. DINSDALE: —completely dominated—

Mr. MACDONALD: I am not aware of any proposed policy, sir. The policy has been running. One can argue whether it is confiscatory, but I would submit that it is a perfectly, proper, normal leasehold practice.

The missing ingredient in all these statements is the awareness of the fact that we are talking about public land. Now if you felt—and it is an honest point of view that could be put forward—that a national park should be privately owned then all these arguments would follow.

Mr. DINSDALE: No, we are not arguing that at all.

Mr. MACDONALD: No, but I merely make it as a hypothesis, sir.

Mr. DINSDALE: But my question was, does not this problem resolve itself because Banff and Jasper would be reduced to the status of service centres similar to—

Mr. MACDONALD: Well they are now sir.

Mr. DINSDALE: —in concept they are now.

Mr. MACDONALD: One hundred per cent of the townsite of Banff and Jasper is publicly owned land, on leases, but I do not think the problem would even resolve itself that Mr. Barnett is talking about which is the people problem, the human relationship problem.

We are trying to recognize that in these non-engineering construction aspects such as hospitals, social welfare, and trying to stimulate work with community or advisory councils and, for example, on things like sidewalks. We are permitting the Banff advisory council to set the order or priorities, as to where they want sidewalks because

this is more to do with their all year round living than the park facilities, but I do not think the problem will disappear, I am afraid.

The CHAIRMAN: Gentlemen, gentlemen—

Mr. BARNETT: I would like to make it clear, Mr. Chairman, it was Mr. Dinsdale, not I who used the word confiscatory policy because I was not pressing my point from that term of reference at all. I am pressing my point from the point of view that there are people who are going to spend their lives in Jasper and Banff and in many cases, the children of those people are going to and I feel that this natural urge for a real percent of participation in a community is something that is going to grow rather than diminish—

Mr. MACDONALD: Mr. Barnett, we hope—

Mr. BARNETT: —this question of leasing perpetual leases or otherwise has nothing really to do with that.

Mr. MACDONALD: We hope to pursue that through the Banff Advisory Council which is elected by universal suffrage. There is another possibility developing similarly or differently in Jasper and the thing that we think we should do is find out the right areas in which they can have a fuller head of steam and work with them in that area.

The CHAIRMAN: Gentlemen—

Mr. BARNETT: Well, perhaps we are not too far apart and I—

The CHAIRMAN: Gentlemen, this has been a very—

Mr. DINSDALE: Mr. Chairman, I was just listening to Mr. MacDonald's comment in reply to my question that the policy was now operative, so we are acting retroactively, it is like servicing the vacation.

Mr. MACDONALD: Well, I am just referring, sir, that there has not been—

Mr. DINSDALE: That is the complaint of the people of Banff and Jasper there has not been—

Mr. MACDONALD: —but I say, it was awkward before I became involved in it in this. There has not been a perpetually renewable lease issued in Banff since 1958. I have the figures here. I mean as far as I am concerned as an administrator it is a ongoing situation.

Mr. DINSDALE: This is new leases—yes?

Mr. MACDONALD: —and renewals. There has not been a renewal or any kind of lease issued since 1958 with a renewable feature. As an administrator my job is to cope with an existing situation and to make recommendations for all alterations if they do arise, that is why I am saying we are not proposing anything in this sense.

I think the features that we have proposed of recent date have probably greater formality than what I have described as those option clauses, which I think gets at a point that you have touched upon, which is some sense of continuity in tenure. In other words the policy which is ongoing attempts to be responsive to real problems that are raised, and one of the real problems that are raised, for example, is continuity of business, and earlier I think it was got by the 42 plus 21, well it may be arrived at it another way here. That is what I had in mind.

Mr. DINSDALE: Well, I think this gets to the heart of the matter. The objection in these two townships is to administrative democracy whether it has been a failure in communication and consultation and I thought that was the purpose of this Committee's visit to the parks so that we might in due course make recommendations, but I trust the door is not closed completely.

The CHAIRMAN: The doors are not closed for recommendation, Mr. Dinsdale, as you know—

Mr. DINSDALE: But if the policy—

The CHAIRMAN: Now next Tuesday morning, there will be a meeting of the Steering Committee of which you are a member and so is Mr. Barnett a member, so you have an opportunity to make to suggest any recommendation you wish, and this meeting will stand adjourned to the call of the Chair.



OFFICIAL REPORT OF MINUTES  
OF  
PROCEEDINGS AND EVIDENCE

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LÉON-J. RAYMOND,  
*The Clerk of the House.*

HOUSE OF COMMONS  
First Session—Twenty-seventh Parliament  
1966-67

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STANDING COMMITTEE  
ON

# Northern Affairs and National Resources

*Chairman:* Mr. HUBERT BADANAI

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 25

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TUESDAY, MARCH 14, 1967  
(Morning and Evening Meetings)

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Northern Development.  
National Parks and Historic Parks  
and Sites.

Including Fifth and Sixth Reports to the House.

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## WITNESS:

The Honourable Arthur Laing, Minister of Indian Affairs and  
Northern Development.

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

STANDING COMMITTEE  
ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

*Chairman:* Mr. Hubert Badanai

*Vice-Chairman:*

and

Mr. Barnett,	Mr. Haidasz,	Mr. McWilliam,
<sup>1</sup> Mr. Basford,	Mr. Horner ( <i>Jasper-Edson</i> ),	Mr. Neveu,
<sup>1</sup> Mr. Beer,	<sup>2</sup> Mr. Hymmen,	<sup>2</sup> Mr. Orange,
Mr. Côté ( <i>Nicolet-</i>	Mr. Kindt,	Mr. Simpson,
<i>Yamaska</i> ),	Mr. Laprise,	Mr. Southam,
Mr. Dinsdale,	Mr. LeBlanc ( <i>Rimouski</i> ),	Mr. Tucker,
Mr. Gundlock,	Mr. Lind,	Mr. Watson ( <i>Assiniboia</i> ),
Mr. Habel,	Mr. Mather,	Mr. Woolliams—24.

Michael A. Measures,  
*Clerk of the Committee.*

<sup>1</sup> With Mr. Watson (*Châteauguay-Huntingdon-Laprairie*), replaced Messrs. Chatwood, Nixon and Orange, on March 13, 1967.

<sup>2</sup> Replaced Messrs. Watson (*Châteauguay-Huntingdon-Laprairie*) and Roxburgh, on March 14, 1967.

## ORDERS OF REFERENCE

MONDAY, March 13, 1967.

*Ordered*,—That the names of Messrs. Basford, Beer and Watson (*Châteauguay-Huntingdon-Laprairie*) be substituted for those of Messrs. Chatwood, Nixon and Orange on the Standing Committee on Northern Affairs and National Resources.

TUESDAY, March 14, 1967.

*Ordered*,—That the names of Messrs. Orange and Hymmen be substituted for those of Messrs. Watson (*Châteauguay-Huntingdon-Laprairie*) and Roxburgh on the Standing Committee on Northern Affairs and National Resources.

Attest

LÉON-J. RAYMOND,  
*The Clerk of the House of Commons*



## REPORTS TO THE HOUSE

THURSDAY, March 16, 1967.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### FIFTH REPORT

1. Pursuant to the Order of Reference of Wednesday, July 13, 1966, on the matter of northern development, this report of your Committee concerns evidence heard since its Third Report which embodied observations and recommendations following upon a visit to northern Canada.

2. Since that time, your Committee has heard Mr. B. G. Sivertz, former Commissioner of the Northwest Territories, whose testimony added to your Committee's information.

3. A copy of the relevant Minutes of Proceedings and Evidence (*Issue No. 21*) is appended.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

THURSDAY, March 21, 1967.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### SIXTH REPORT

1. Pursuant to the Order of Reference of Tuesday, November 1, 1966, on the matter of national parks and historic parks and sites, this report is further to your Committee's Fourth Report which listed: thirty-eight witnesses heard in Banff and Jasper National Parks, Alberta, November 30, 1966 to December 3, 1966; and related documents. Witnesses from Waterton Lakes were also heard and the recommendations in this report should be considered as applicable to that national park as well.

2. Since the Fourth Report, the following witnesses have been heard: The Honourable Authur Laing, Minister of Indian Affairs and Northern Development; Mr. J. A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development; Mr. Don Hummel, former Chairman of the Conference of National Park Concessioners in the United States, who is principal stockholder in the Prince of Wales Hotel in Waterton Lakes National Park, Alberta, Canada.

3. *Policy:* Your Committee supports the principle set forth in Section 4 of the National Parks Act, which reads:

"The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to the provisions of this Act and the regula-

tions, and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations."

4. *Zoning*: In the application of the foregoing principle, your Committee favours the concept of zoning national parks into areas which are:

- (a) wilderness;
- (b) semi-wilderness, including recreational areas;
- (c) visitor service centres.

5. *Administration*: Your Committee also agrees with long range planning of national parks and decentralization of authority through regional offices, which is being conducted by the Department of Indian Affairs and Northern Development.

6. Related to the decentralization, it was apparent to your Committee that, in Banff, Jasper and Waterton Lakes, there are serious problems of communication between, on the one hand, the Department, and on the other hand, residents and commercial operators. Your Committee recommends that the government increase its efforts to establish and maintain more effective consultative machinery by strengthening the roles of Town Managers and Advisory Councils in administering the town-sites.

7. *Leasing*: One of the matters on which there is an apparent lack of communication, and which is a source of discontent in Banff, Jasper and Waterton Lakes, is leasing and changes in leasing which have occurred since 1958.

8. With regard to the legality of the practice of not renewing perpetual renewable leases, which practice has been achieved by administrative action, and which your Committee has been informed is, in the formal opinion of the law officers of the Crown, legal, and in view of the contrary opinion heard by the Committee, your Committee recommends that the testing of its validity be left to the courts.

9(a). With respect to residential leaseholds, your Committee recommends that the government act immediately to provide for local boards of arbitration representing the government, the leaseholders, and an independent point of view, to determine the compensation due to leaseholders on the expiry of their lease.

9(b). For commercial leases, your Committee recommends that the terms be sufficient to ensure an adequate supply of capital for visitors services, and a reasonable return of investment to be recovered over a reasonable period of time, at the same time continuing the objective of the government in ensuring that the public lands remain subject to public control.

9(c). With respect to old-form commercial leases which do not provide for the reversion of assets on termination, your Committee recommends that the government continue to substitute new-form leases providing for a fixed term and reversion of assets at each transfer or renewal point.

9(d). In respect of the question of compensation at the end of commercial lease terms, your Committee is satisfied that the period for recovery of investment, which in most cases is 42 years or longer, is sufficient for the recovery of investment, without compensation except on the recommendation of the proposed National Parks Leasehold Corporation.

9(e). Your Committee notes the Minister's statement to the Committee on March 14, 1967, that legislation will be introduced to establish a National Parks Leasehold Corporation to administer leases, and also notes the Minister's hope that many leasing problems will be met by that Corporation.

10. *Recreation:* Your Committee is aware of the growing need for recreational facilities in the nation and encourages the federal government to co-ordinate the development of recreational areas, particularly within reasonable distance of urban centres, with all responsible provincial and local agencies, in view of the often detrimental pressures of growing recreational needs on national parks' areas not dedicated for that purpose.

11. Your Committee recommends that, in consultation and co-operation with provincial governments, the federal government proceed to establish, as expeditiously as possible, additional national parks throughout the nation.

12. Your Committee extends its appreciation to all those who assisted in arranging its visit to Calgary, Banff National Park, Jasper National Park, Edmonton, and Elk Island National Park, all in Alberta.

13. A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 17 to 25*) will be tabled later.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

## MINUTES OF PROCEEDINGS

TUESDAY, March 14, 1967.

(35)

The Standing Committee on Northern Affairs and National Resources met this day at 9.48 a.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Basford, Beer, Côté (*Nicolet-Yamaska*), Dinsdale, Gundlock, Habel, Haidasz, Kindt, LeBlanc (*Rimouski*), Lind, Mather, McWilliam, Neveu, Roxburgh, Southam, Tucker, Watson (*Assiniboia*)—(19).

*Also present:* Messrs. Alkenbrack, Cadieu (*Meadow Lake*), Horner (*The Battlefords*), Orange, M.P.'s.

*In attendance:* The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; *and from that Department:* Mr. J. A. MacDonald, Senior Assistant Deputy Minister.

The Chairman presented the *Seventh Report* of the Subcommittee on Agenda and Procedure, as follows:

- (a) Your Subcommittee recommends that the Supplementary Statement, prepared for the Committee by the Department of Indian Affairs and Northern Development, dealing with experiences of individual persons in Banff and Jasper, be printed as an Appendix to the Committee's Proceedings, (see Appendix XI).
- (b) The Minister of Indian Affairs and Northern Development has requested an opportunity to provide the Committee with additional information on national parks, information not in his possession when he was last heard by this Committee. Your Subcommittee recommends that he be heard in open session early in today's meeting and that, after any questions which members may have, the Committee enter *in camera* proceedings to consider drafts of the Committee's Fifth and Sixth Reports to the House, which have been prepared by your Subcommittee, and copies of which you have received in English and in French.

It was agreed that the Seventh Report of the Subcommittee presented this day be adopted.

Mr. Laing gave a statement related to the Committee's hearings on the matter of national parks, copies of which were distributed to the members.

Mr. Laing was questioned, assisted by Mr. MacDonald.

The questioning having been concluded, the Chairman thanked Mr. Laing for his attendance.

The Committee then entered *in camera* proceedings to consider drafts of the Committee's Fifth and Sixth reports to the House, on northern development, and on national parks, respectively.



On motion of Mr. Barnett, seconded by Mr. Habel,

*Resolved*,—That the draft of the Fifth Report be adopted without amendment and that the Chairman present it to the House.

The draft of the Sixth Report to the House was considered and, following some discussion and amendments, a certain proposed amendment was referred to the Subcommittee on Agenda and Procedure.

At 12.30 p.m., the Committee adjourned to the call of the Chair.

TUESDAY, March 14, 1967.

(36)

The Standing Committee on Northern Affairs and National Resources met this day *in camera* at 8.12 p.m., the Chairman, Mr. Badanai, presiding.

*Members present*: Messrs. Badanai, Barnett, Basford, Beer, Côté (*Nicolet-Yamaska*), Dinsdale, Gundlock, Habel, Haidasz, Hymmen, Kindt, LeBlanc (*Rimouski*), Lind, McWilliam, Neveu, Orange, Simpson, Southam, Tucker, Watson (*Assiniboia*) —(20).

The Chairman presented the Eighth Report of the Subcommittee on Agenda and Procedure which suggested wordings of certain paragraphs in the draft of the Committee's Sixth Report to the House, on the matter of national parks.

The Committee resumed consideration of the draft report and, after some discussion and further amendments, *on division* the Chairman was directed to present it to the House as the Committee's Sixth Report.

At 10.05 p.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*

## EVIDENCE

(Recorded by Electronic Apparatus)

TUESDAY, March 14, 1967

The CHAIRMAN: Gentlemen, I see a quorum.

I have here the seventh report of the subcommittee on agenda and procedure which reads as follows:

(See Minutes of Proceedings)

Is this agreed?

Some hon. MEMBERS: Agreed.

Now, gentlemen, I am going to ask the Minister, the Hon. Arthur Laing, to make his statement.

Hon. ARTHUR LAING (*Minister of Indian Affairs and Northern Development*): Mr. Chairman, I think it only proper that I should be required to attempt to summarize the viewpoint of the Department in the light of the evidence which you have had, and the meetings that the Committee has had. In addition to that, I am gratified to have the opportunity and I thank you for permitting me to make this summary.

Mr. Chairman, I appreciate this opportunity of making a summary statement to the Committee pursuant to your detailed hearings on the National Parks of Canada.

My Assistant Deputy Minister, Mr. MacDonald, has already on my behalf and on behalf of the Department, made a detailed reply to the many points raised in the fairly numerous briefs the Committee has received on the subject of park policy both in its sittings here in Ottawa and on its western tour. Accordingly, I want on this occasion to confine myself to one or two points which I believe to be central to your concern.

I noticed during recent sittings when Mr. MacDonald was providing the Committee with an explanation of the various features of leasehold policy that there was, I think, a feeling in the Committee that these various measures did meet many of the concerns raised from time to time.

However, there was concern as to whether these policies would be merely the view of the current Minister and administration or whether they would be secured in some more permanent way so that the leaseholders could feel secure with respect to the policy which has developed since 1958 to the present.

I think these points were made in particular by the Member from Bow River who, if my memory serves, expressed himself as feeling that the policies that Mr. MacDonald outlined as now being enforced were good in many respects but he and other Members asked what assurance did the leaseholder have that they might not be changed in the future? This has particular reference to the management concession options which are to be incorporated in the commercial leases.

They wondered whether at the expiry of the fixed lease term extraneous considerations might not enter into the judgement about whether the entrepreneur would continue to run the business as we have indicated he should. I can appreciate this

concern and we have been working toward a solution to meet it which I think I should tell the Committee about now so that they will be able to judge the policy in its total context. Members of the Committee may recall that on several occasions I have alluded to new legislation in this field which I hoped would contribute to a solution of some of our problems. I was referring to a decision of the Government, taken some time ago, but which I would like to announce now, to recommend to Parliament the enactment of legislation to establish a National Parks Leasehold Corporation for the purpose of administering these leases. This Corporation will be independent, subject only to its statute and any written directions of the Minister. Its Board of Directors will have a President and a majority from outside the public service and it is our hope that we will secure for these positions persons of stature who will contribute the appearance and the fact of impartiality to the administration of leasehold matters in the national parks. By this measure, the full details of which will become available when the bill is presented to the House, I hope to take the whole subject of leasehold administration outside the political arena as far as it is practical to do so, bearing in mind that these are public lands, the administration of which must in the long run be answerable to the people through Parliament. By this measure we intend that commercial leases will be administered on commercial principles and on these principles only, and I think this ought to answer the concern expressed by members about what would happen at the end of the fixed term lease and any other related concern.

By this measure I would also expect greatly increased flexibility of response because by transferring the responsibility for the administration of these leases to the Corporation the constitutional involvement of the Minister of the day would be removed and the administration could more readily accord with business practice including delegation to local offices with a consequent lessening of the administrative time needed for handling leases.

We would also of course expect that operating on sound commercial principles the Corporation would, firstly, secure the necessary volume of investment for the visitor facilities needed and, secondly, ensure that the return to the taxpayers as a whole from these commercial concessions was adequate, which I do not think is the case today.

The other point of concern which I know is in the minds of the Committee is the situation of the individuals both in residential and commercial situations who had or have leases of the so-called perpetual kind. The fear here is that we may have imposed a hardship on these people. I do not believe that we have. Let me review the history.

The previous Ministry in 1958 decided that these so-called perpetual leases could not be reconciled with the public interest for a variety of reasons which I will not go into now, and since 1958 no new lease or renewal has been made with the so-called perpetual renewal clause. From 1958 until I assumed this portfolio, 252 so-called perpetual leases had already been recovered; that is exchanged for a lease with a fixed term and no perpetual renewal feature.

Let me make it clear that I am not criticising the previous Ministry. The increase of visitor use of the parks, the consequent scarcity of available land, the enormous cost of park administration and development, the inflation reflected in the trading of lease interests, all convinced that Ministry that the public interest demanded an end to the practice. They did what they thought was right. I agree with them and I have continued the policy, trying as I am sure they would have done, to improve it wherever possible.

On the point of any hardship for the persons facing these altered circumstances, the policy of the previous Ministry and ours has been roughly in agreement, namely to

allow as long a period as possible for people to adjust to the new circumstances. Under the previous Ministry this was ultimately accomplished by a 42-year lease plus a further period of 21 years. No compensation was provided but the leases continued to allow the leaseholder to remove the structures at the end of the lease term. Our policy, as you know, is a single term of 42 years plus the management concession extensions in commercial lease cases, described to you earlier, without the clause permitting the leaseholder to remove the structures at the end of the term. We have removed this clause because we consider it to be impractical and for the residential leaseholder we have provided compensation at the end of the term in lieu. We have not felt it desirable or necessary to do so for the commercial lease because the length of time we are providing through the lease plus the management concession options is demonstrably more than ample for people to recover their investment even if they had not made any allowance for depreciation hitherto. Unlike residential leaseholders, commercial leaseholders may claim depreciation against income under the Income Tax Act and of course do so. Again, obviously commercial properties are revenue-producing and residential properties are not. The problems accordingly are not equal and the question about commercial leases in our mind is whether the period of time we have allowed is long enough to avoid loss or hardship.

As Mr. MacDonald pointed out to you, the period of adjustment can amount to lengths of time up to 82 years or more taking into account the remaining years of an existing lease and concession options. Even then it does not necessarily follow that the continuity of business will be interrupted if it is well managed. Accordingly, it is difficult to see how in substantive terms there can be any real hardship falling upon the holder of a commercial lease with a so-called perpetual clause. This in fact is borne out by the number of commercial leases which have been converted to fixed term since 1958 without any evidence of hardship or loss. As I pointed out earlier over two hundred and fifty of these leases were converted to fixed terms before this government took office.

However, the question of potential loss of hardship is always bound to be a matter of assertion and counter-assertion I suppose. One of the best tests therefore is the market-place. It is here that the leaseholder will suffer his loss, if any. It has been our view that, given the great length of time these leaseholders and their successors are now assured, many times the normal length of time for depreciation, an investor, that is a person buying a leasehold interest in the national parks from an existing leaseholder, will be more influenced by the attractiveness of the total park environment and will be relatively indifferent to the difference between 50 or 60 years and the dim vistas of perpetuity. This is the crux of the matter and to see if there was any evidence to support this view I had an investigation made in the last week to see if by any chance we could find commercial and residential properties which had turned over, not once but twice in recent years, once under the old terms and once under the new terms.

I think the Committee will be very interested in these figures. They certainly have satisfied me that the policies are achieving their objectives without imposing hardship on the individual, which both the Prime Minister and I have stated publicly is the test we want to apply.

Let me read you some of the cases that we have come up with. I won't identify them individually because I think the leaseholders are entitled not to have their transactions advertised across the country.



Case 1 is a residential property in Jasper which was sold in 1960 for \$16,500. This property was resold in February of this year under the new terms for \$18,000.

Case 2 is a residential property in Jasper which was sold in 1962 for \$14,000 and again in 1966 under the new terms for \$15,500.

Case 3 is a residential property in Banff which was sold in 1955 for \$16,300, in 1964 for \$25,000, and again in 1966 for \$28,000 under the new terms.

Case 4 is a commercial property in Banff which was purchased jointly in 1951 by two entrepreneurs for a total sum of \$30,000. In 1963 one partner sold his half interest to the other for the sum of \$32,750. The total value of the property at that time therefore was \$65,500. In 1965 the total interest in the property was sold for the sum of \$100,000 under the new lease terms.

Case 5. Three lots in Banff available for commercial development. Optioned in 1961 for \$44,250. Option lapsed when developer died. New option taken out in 1967 for \$75,000 under new lease terms.

Case 6. A commercial lot in Banff sold in 1963 for \$16,000 and in 1966 under new lease terms for \$31,600.

Case 7. Another lot in Banff, commercial, sold in 1958 for \$8,000 and in 1966 under new lease terms for \$26,250.

Case 8, a commercial lot in Banff townsite. Sold in 1964 for \$25,000 and sold again in 1966 under new lease terms for \$28,000.

These are all the sales we turned up because naturally they are not classified for our records in this manner. No major improvements affecting value were involved in the sales I have quoted. No case showing a loss was found. In this context I am not trying to suggest with respect to past or future lease transactions in the Parks that investors are guaranteed against loss. Just as outside the Parks, the wisdom and judgment of the investor are the major factors in his success, and some of the prices I have seen paid in the past for commercial leaseholds have astonished me.

I think these figures in the cases cited above speak for themselves. I am satisfied that the policy which was initiated under the previous Ministry and which I have carried on is accomplishing its purpose which was to bring about a major reorientation of leasehold practices in the national parks to conform with the facts of today and tomorrow without hardship to the individual involved. In addition we are attracting our share of new investment as the figures showing the growth of visitor accommodation put before you indicate.

As the general availability of capital eases, as it is doing now, I expect these figures to increase markedly. For our part we are doing our utmost to meet the wave of visitors who need accommodation in the parks by great expenditures on the public utilities and roads needed and in the coming year we will be spending approximately \$2 million on new campsites alone.

In conclusion I want to thank the Committee for the interest they have shown and for the way they have pursued their study of this problem. I think it has been beneficial and has contributed to a better understanding of the policies and the problems here and in the parks most affected, the latter as a result of your western tour.

Gentlemen, I thank you for your attention and for the opportunity given me to make this statement.

The CHAIRMAN: Thank you Mr. Laing. I see Mr. Dinsdale wishes to ask the first question.

Mr. DINSDALE: Thank you Mr. Chairman. Rather than a question, I think I would like to make a comment.

The first comment is to agree with the concluding paragraph of the presentation which the Minister has made, where he says:

I think it has been beneficial.....

That is, the visit of this Committee to the western parks,

.....and has contributed to a better understanding of the policies and the problems here and in the parks most affected,—

I think the fact that we have this statement here this morning is indicative of that better understanding, not only on the part of the Committee, but also on the part of the government. I feel that we should have had a statement such as this some time ago, particularly when we were asking questions about how the problem was going to be handled in the future when the leases expired and the decision had to be made whether the current management was going to continue to have responsibility, or how the matter was going to be resolved. I recall the member for Bow River was quite concerned about the possibilities of inequity and unfairness to the people concerned.

Now, there is a question I would like to ask in addition to making the general comment. The Minister has commended the policy of the previous ministry with reference to the change which was made in 1958 that no future perpetual leases were to be granted, because of the obvious difficulty of crowding in the national parks, the tourist boom, the recreation boom and all the other circumstances with which we are so familiar.

This still does not answer the basic criticism that was raised during our deliberations and that is the legality of the cancellation of the perpetuity feature on existing leases. I think this is the crux of the matter. I found that Canadians everywhere, particularly since the "Resources for Tomorrow Conference" in 1961, are now quite happy to accept the conservation principle, the wise management and multiple use of our renewable resources. But, it seems to me the crux of the matter, as we found it during our deliberations in Banff and Jasper, is the legality of the position whereby the government cancels the perpetuity feature, which was established in practice before—particularly before 1948—without reference to Parliament. I think if we are going to answer some of the criticisms which were raised during our hearings, we have got to deal with this problem.

Mr. Steer, who is a very learned counsel, so I am informed, from the province of Alberta, presented a rather permissible legal brief and this is the point he made. I think I can say it was for this reason that some slight amendments were made in the severity of the 1958 regulations in this regard. Does the Minister still feel that perpetuity on leases issued before 1948 can still be cancelled legally without further reference to Parliament?

Mr. LAING: Mr. Chairman, Mr. Dinsdale has gone back into some history and has come up with the evidence which we have given already, that in 1958 an end was put to perpetual leases.

Mr. DINSDALE: The perpetuity feature was cancelled on new leases.

Mr. LAING: And on renewals, of the perpetuals too at the same time.

Mr. DINSDALE: Yes, but there was a slight amendment made because of the legality situation.

Mr. LAING: Therefore, I am forced to conclude that if Mr. Dinsdale is now of the opinion that you cannot do anything with the old perpetuities and a new type of perpetuity is being entered, it is a perpetuity of two types of leases entirely, one entitled to perpetual and all others entitled to term leases. This must have been foreseen in 1958 and he does not need to answer my question, but I will ask it. Surely he must have foreseen this difficulty in 1958 and must have had a plan toward it. The plan of course was—

Mr. DINSDALE: I foresaw it in 1962.

Mr. LAING: The change that was made in 1962 had no bearing on the perpetuity clause at all, because what was done in 1962 by the order in council was to make the lease 42 years plus 21 years. But there was no—

Mr. DINSDALE: There was no reference to perpetuity.

Mr. LAING: —restoration of the perpetuity clause at all.

Mr. DINSDALE: There was no reference to perpetuity; it was to be reviewed at the end of the second 21 years.

Mr. LAING: Surely Mr. Dinsdale is not telling me that there was still the thought that there were going to be perpetual leases when they had been struck out by order in council?

Mr. DINSDALE: No, the thought was simply the legal aspect, which was raised by Mr. Steer in a rather—I thought—convincing brief.

Mr. LAING: Mr. Steer has assembled a great deal of argument, but in the last analysis it is an argument that has to be settled by a court and not negotiated, I think.

Mr. DINSDALE: But the question, Mr. Chairman, is that the Minister still feels the government can proceed to cancel perpetuity on the old leases without reference to Parliament.

Mr. LAING: Based on the advice of the deputy—

Mr. DINSDALE: This is the argument which was presented—

Mr. LAING: —attorney general, we are of the opinion that we can.

Mr. DINSDALE: This is a legal argument that will have to be resolved by someone.

Mr. LAING: I do not think it can be solved by negotiation and this seems to be Mr. Steer's purpose.

The CHAIRMAN: Mr. Barnett, do you have a question?

Mr. BARNETT: Mr. Chairman, I think the last little discussion between the Minister and Mr. Dinsdale has centred on what appears in the minds of many of us to be the crux of the problem—at least it does to me. Everyone knows I am not a lawyer in a position really to assess the implications of a possible settlement of this matter in the courts, which I understood the Minister to say possibly was the way it would have to be or could be settled. We are all familiar with the phrase that is so often repeated in Parliament that we make the laws, but the courts decide what they mean, or words to that effect.

Naturally I am not going to enter into any discussion about under which a ministry or administration any of these particular actions took place, because I think that is or should be largely irrelevant in the minds of the Committee as far as trying to



make an assessment of the situation is concerned. The thing that came through to me in the presentation of Mr. Steer—supplemented as it was by individual representations on the particular case—was the suggestion that rather than having us tied up in a long and perhaps rather messy situation in the courts, the people involved in this question of perpetual leases be prepared to accept some parliamentary action. Now, what kind of form a legislative proposal to deal with this might take? I am not in a position to suggest, but as I recall Mr. Steer's phrase he said he felt that he and the people he represented could rely on the idea that Parliament would make an assessment which would be fair and equitable and which could possibly settle this matter in a manner which would satisfy all those concerned.

I raise this question because I think it is quite important to the working out of a future policy which I feel is necessary and desirable. Obviously the Minister is avoiding this. Perhaps I should not say, avoiding, but at least he is suggesting, as I understand it, that no consideration be given to what I might term a parliamentary or legislative solution to the situation of these so-called perpetual leases. My question really is whether the Minister completely rejects the possibility of solution that would be not only equitable, but accepted in the minds of those most concerned as being equitable through an act of Parliament?

MR. LAING: I think, Mr. Barnett, you are raising the prospect of the Crown taking the leasehold interest of all those that are there on so-called perpetual leases. I would suggest to you that they could not take without compensation, and I ask you where that leaves us? For years now we have been making separate arrangements with commercial people, as in the case of a very large concern that has an investment of a million and a half dollars who showed us that they could make an 18 year payout, and we gave them a 31 year lease under negotiation for the return of their entire property to us. Where does that leave us?

You called it the crux of the situation, but the crux of the situation is whether or not it is advisable for the government, from time to time on the expiration of leases, to maintain a landlord-leaseholder relationship. Because a so-called perpetual lease where it says it shall be for 42 years and then renewed, and so on, for ever, is a clear invitation to the leaseholder to say: "This is my land and freehold." We go right back again to the original debate, which I have recited already here in the House of Commons, where Sir John A. Macdonald was under pressure from Sir Richard Cartwright to say: "This lease must be definite. It must be for a definite term and it should be 21 years." Finally Sir John when he was pressed, said: "I know that the people of this country can trust this government and succeeding governments to do the right thing." So, it was never fixed, and here we are in that position.

It is written in the original history of the establishment of Banff Park, in the debate that took place then, and was never cleared up. There were so-called perpetual leases granted, because Sir John at that time said he wanted wealthy men, wealthy people, to build what he termed, "elegant houses" in the Park. Now, today I submit—and I think Mr. Dinsdale will agree with me—we do not want wealthy men in Canada to build elegant houses in the Park, because we cannot accommodate 10,700,000 people if we are going to invite Canadians who have wealth to go and build summer houses in the Park. If the opinion given at that time by Sir John were restored then I am going to tell you that every wealthy man in Canada ought to live in a National park, because he gets his services for a great deal less than he would if he were living outside. Of course, we are into a new age, and we want to establish the fact that this is our land, it is the



people's land, it is a national park. Those who wish to take leases in that park must consider the Government of Canada, or its agent in the person of the leaseholds corporation as the landlord. Now, it comes right back to that, and we have got to establish that or we cannot accommodate the people that are coming to the parks.

Mr. BARNETT: Mr. Chairman, I do not think there is anyone in this Committee—certainly not myself—who would quarrel with the Minister's concept in that regard. I think that is something that should be, and has to be, accomplished. I think it is merely a matter, as far as I am concerned, of how it can best be accomplished. The question that came to my mind, as I listened to the Minister talking about Sir John A. Macdonald and the origin of these perpetual leases, was whether or not these perpetual leases, in the terms that were so eloquently described by Mr. Steer and others were, in fact, issued in the first place without any real parliamentary authority?

Mr. LAING: But here, Mr. Barnett, we have a situation—

Mr. BARNETT: If that were the case, how and by whom were they issued in those terms? Certainly, I for one am not suggesting that there was any impropriety, or perhaps any real lack of foresight on the part of the people of that generation; they simply could not envisage what was going to take place. But, it is very obvious, to me at least, that it was an undesirable action from the point of view of those of us who are here today. Were they, in effect bootlegged by some administrator of the past to these people?

Mr. LAING: I do not know what you mean by, bootlegged.

Mr. BARNETT: Perhaps that is an unfortunate choice of words. What I meant was were they issued without formal parliamentary approval of this concept.

Mr. LAING: The first park was established and, no doubt, Sir John A. Macdonald thought at the time that the building of what he termed "elegant homes" by a few people in Canada would publicize the park and, of course, it did. It had a purpose, and it served its purpose; that is what it was for. It drew attention to the parks, and well-to-do people went out by train to visit the parks; this was the purpose. But, we have come into a different age entirely. I am rather surprised that you are arguing the basis of unfairness, because where, as I tell you, we have written in the last two years contracts for 31 years involving expenditures of \$1 million and \$1.5 million, you are arguing that there is unfairness in the case of some of these people who have 24 years still to run—or 28 years in some cases, still to run—and have 42 years thereafter. Then we have made an added provision for the leasing of these properties for 10-year periods. So in some cases you are probably discussing 82 years, and yet we made a contract with people for 31 years involving \$1.5 million. Where is the unfairness?

Mr. BARNETT: I am really not arguing that basically there is any unfairness in the proposals on renewals. All that is concerning me is if, in fact, inadvertently or otherwise, people were given almost title in fee simple, that the appropriate measures should be taken to terminate that arrangement, and that the normal arrangements on leasing, according to the arguments we heard at Banff do not apply, forgetting all about what we should do in the future.

Mr. LAING: We think the appropriate measures are being taken, and we think they were taken in 1958 under the previous ministry, too. An end was put to perpetual leases. I cannot conceive that you can have a protected group who happen to be in at that time for ever, saying: "We are here for all time; we are, in effect, owners of the

property," and have another group beside them, who come in on 31 years and invest \$1.5 million. I do not think you can have it both ways.

Mr. BARNETT: I think there is a difference. If a person enters into an agreement under certain terms—31 years or 10 years or whatever it may be—and does so with his eyes open, that to my mind is one thing, but if a person has acquired a right under some other arrangement the question is, can this be terminated by normal—

Mr. LAING: Well, Mr. Barnett, you are agreeing with Mr. Steer. I cannot agree with Mr. Steer. I am not competent to agree because I am not a judge; I am not even a lawyer. There are places where Mr. Steer has a right to go, and it is not to me.

Mr. BARNETT: Mr. Chairman, I am not saying that I necessarily agree with Mr. Steer.

Mr. LAING: Well, you are using the same argument exactly.

Mr. BARNETT: I do think the argument he advanced is one which one has to take into account.

Mr. LAING: How would you balance his opinion against the contrary opinion we have from the Attorney General of Canada?

Mr. BARNETT: Well, this is the kind of confrontation that, as far as I am concerned, is undesirable. The real question I am asking is whether or not this could be resolved by a legislative process in Parliament that would meet the purposes of the administration in the future signing of parks leases and, at the same time, settle this question in the minds of those who hold these perpetual leases. This is not agreeing or disagreeing with Mr. Steer; this is raising the question of whether we can move through, or between, contrary legal opinions to make a practical settlement by action of Parliament. This is what I feel is the crux of the matter.

Mr. LAING: Mr. Barnett, we are attempting to take the action which we feel is necessary for us to take in the parks, so as to operate the parks as the public wants them operated and, at the same, time avoid hardship to anyone. The figures that I gave you this morning, indicating that under the new conditions prices are still rising there, I think is evidence of no hardship taking place, and when we are giving terms as high as 80 and 82 years, which are the most generous of any country in the world in like national parks, then I think that we not imposing hardship on any one.

Mr. GUNDLOCK: Mr. Chairman, early in the answer the Minister gave to Mr. Barnett I think he said: "Surely you are not suggesting that when these leases are taken over, that the interest will not be taken without compensation." Now, to me, Mr. Chairman and Mr. Minister, that would answer the whole proposition that we are really arguing. If we were assured that the interest would not be without compensation, then I think our argument would end right there. I hope I heard the Minister correctly, because if that is the case I am perfectly satisfied and I think it should be included in that statement.

Mr. LAING: Suppose, Mr. Gundlock, you had a case where a man is entitled to 21 years plus 42—under the present arrangement he is entitled to 63 years yet, we will say—and he can show a profit on his operation of \$15,000 or \$20,000 a year. What do you think the courts would assess as compensation on that lease?

Mr. GUNDLOCK: I am not sure, Mr. Minister, but I have one case, and we discussed it here in this Committee. I am thinking of the Prince of Wales Hotel in

Waterton. It was built 40 years ago and if, for one reason or another, the lease were to terminate, would the interest be nil? Certainly it would not be. Even 40 years from now—even as scrap metal, we might say, or anything else—whatever that interest is if it were to be compensated, then I think there would be no argument whatsoever.

Mr. LAING: In that particular instance he has two or three years left yet in the old lease. He will be given a new one for 42 years; then presumably, in line with our procedure, 10 and 10 after that. You tell me the building is 40 years old now?

Mr. GUNDLOCK: That is right.

Mr. LAING: He will have 65 years, roughly, in all, still ahead of him.

Mr. GUNDLOCK: But still the point—and I think this would resolve the whole argument—

Mr. LAING: Why should we not let him stay there and make his money in the meantime over 65 years, instead of taking the lease and paying for it?

Mr. GUNDLOCK: This is fine, I go right along with you. But, nevertheless, that may be right in every case—I doubt whether it would be right in every case—but even if there is one case where the interest is not compensated for when the lease is finally terminated that is the argument and, I think, the whole argument, in this whole case.

Mr. LAING: The government does not want to operate these places. The government wants private people to operate them. He is doing all right; I hope he does well for 65 years.

Mr. GUNDLOCK: That is right; maybe you want to tear them down, maybe you want to operate them, maybe you want to transfer them. But, if you could include a statement here today that whenever a lease is terminated, regardless of the type or time, that the interest would be compensated for, I think we have no argument whatsoever. Witness after witness has told us the same thing.

Mr. ORANGE: Mr. Chairman, I have a supplementary question. As I understand it, having looked at this from various angles, if the lease is terminated during the period of the 42 years, say, at the end of the 25th year, there is a compensation factor based on the years of occupancy. In other words, there would be compensation for seventeen forty-secondths of the value of the property, or something along these lines. I may be wrong in this and I would like Mr. Laing or possibly Mr. MacDonald to clear up this point in my mind. But this is the way I understand it.

Mr. LAING: In all cases of expropriation we have to pay, of course.

Mr. GUNDLOCK: Then why not put in here that interests at the time of terminations will be compensated for? That would end the argument. Surely we can feel that it will be done fairly, as you say, in any ministry and those succeeding.

Mr. LAING: What interests at the time of termination?

Mr. GUNDLOCK: Whatever the interest is; whatever the value of the interest. It may even be junk value, but whatever the value it should be compensated.

Mr. LAING: Do you want to state this particular case? What would be the value of that hotel after 65 years? It is now forty years old.

Mr. GUNDLOCK: I am not prepared to say, Mr. Minister, but even the junk value will be something.



Mr. KINDT: We are certainly putting a finger on the crucial spot. Those of us who represent parks probably get the swish of this thing more than other members. I cannot go along with the Minister in his argument about a commercial lease. He talks about setting up a committee to use sound commercial principles—

Mr. LAING: A corporation.

Mr. KINDT: —a corporation to use sound commercial principles. Sound commercial principles connotes, in my mind, compensation and not confiscation. That committee would not be able to function with whatever powers you might give them, and have the respect of the people, without operating on commercial principles. Your statement is all right: sound commercial principles. But you deviate from sound commercial principles when you take away the part of compensating at the end of a commercial lease.

I realize that it may be that the Minister is a little worried about what it would cost to fulfil this function of compensating at the end of commercial leases, the same as he does on household leases. But I submit, sir, that with a 42-year lease it is not in the interest of the government, it is not in the interest of the tourist, it is not in the interest of the man who operates the commercial lease, to let the lease run down to nothing at the end of 42 years. That is when your trouble is going to come, near the last 10 years of this lease; that is actually the part that I am worried about.

You say it melds into the land, it becomes part of the land, and therefore it is taken over by the government without compensation. That is not a commercial principle. You cannot use the term "commercial principles" and put into law a thing of that sort; that does not happen. Commercial principles will be interpreted as following sound commercial principles, and that is the way business people operate.

On the other hand, if you could set aside a fund in these national parks—

Mr. BARNETT: I would like to ask a simple commercial question.

Mr. KINDT: Yes, when I finish.

One way of operating this might be to raise the fees for entering the park another 50 cents, and set that aside as a savings fund to take care of this transition between private commercial leases and government ownership, and so on, in the park; build it up over a period of 40 years and you would have a fund there that would take care of everything.

I realize that one government might feel well, they would not be in power for 40 years, but I think we have to look at this as a long-time proposition, and a proposition which will help to bring about that transition between the man who is operating a private enterprise there, giving a service to the tourist, and the idea of the government taking it over at no compensation.

Now, when it comes to compensating for the house lease I find the people in the park are not too worried about that. If it is to be compensated at the end they will take whatever the fair value is. Maybe sound commercial principles of the corporation he intends to set up might perform that function and take the heat off government. I do not care how it is handled, but the economic principles are there just the same. I do not think we can deviate from this. That is my first point.

My second point is the legality. The Minister is hiding under the cloak that the legality can be decided by the Attorney General, or you can take it to the courts. Now, at our last meeting we talked about the cost of taking these to the courts, and all the



rest of it. A matter of that kind should not be left dangling and it should not be the government, who has the backing of the taxpayer's dollar and everything else, that goes in and pays the shot for defending a case which is probably the policy of the government. That is a wrong principle, and the legality should be settled once and for all. It could be settled by an act of Parliament. I think the Minister's only avenue to satisfy everyone on this, if you want to terminate perpetual leases, is to have an act of Parliament. I think that is sound. If the Attorney General is going to rule the country, and then later on we are going to have a court case that will cost a half a million dollars, who will pay for that? The taxpayer. We have a right in this Committee, as representatives of the taxpayers, to object to that type of procedure, and I do not think it should be brought about.

There is one other thing. The Minister says, on these commercial leases, that the length of the lease takes care of it. Again, in closing, I want to suggest that it does not take care of it. His plan will not take care of it, and the Deputy Minister's plan will not take care of it, despite all the things he is whispering into the ears of the Minister. It is all well and good for him to whisper; he has certain ideas; he has fixed ideas on this.

Mr. LAING: I have heard very few of the things that he has been saying.

Mr. KINDT: I hope not, although I have a very high regard for Mr. Macdonald. In many respects, I support things he is doing, and I support many of the things that the Minister is doing. But I would like to see this thing, in a sense, kicked off the park.

Mr. LAING: All I have to say to you, Mr. Kindt, is that you are attacking both the action of this government and the previous government, who thought that the leases were very disadvantageous to the people of Canada, and you are still attacking the policy of both governments.

Mr. KINDT: I am doing no such thing. The previous government did not cancel perpetual leases.

Mr. LAING: You are revising the argument—

Mr. KINDT: What I am saying is that they stayed clear of automatically cancelling perpetual leases. It hinges on this government, so you cannot interpret the actions of the previous government in terms of cancelling perpetual leases.

Mr. LAING: There are 252 leases that were cancelled and new leases issued by the former minister—not renewed on the perpetual basis, but 252 under the new terms.

Mr. KINDT: New leases is a different matter.

An hon. MEMBER: No, no, these were renewals.

Mr. LAING: These were renewals for a term of 42 years definite, or from 42 to 21 years. They were exchanged by the previous minister and you are attacking that now; I cannot answer that.

Mr. DINSDALE: Now that the Minister is here perhaps we can have a word.

Mr. LAING: Hear, hear.

Mr. WATSON: Mr. Chairman, could I defend myself?

Mr. DINSDALE: You do not have to defend yourself, it was a good policy.

Mr. LIND: I have been wanting to ask a supplementary question of Mr. Kindt as soon as he is through.

Mr. KINDT: Go ahead.

Mr. LIND: The member rambled on at great length about commercial practises, and sound commercial practises. I am assured, having dealt with business people for years, that they have access to the best legal minds in the country and they have the money to pay for them. If they have not, they should not be getting into leases. I am thoroughly convinced that business people investigate all leases, if they are going to go into them soundly, their legal counsel, which is a good business practice. With regard to all this discussion of whether the leases are legal or not, there is only one way to settle it: Let the people take it to the courts of Canada and let them settle the issue once and for all.

It is not our job here to say whether these leases that were arranged under order in council in 1958 are legal or not. The people of that area—the commercial people—have the right to take the matter to courts, and they have the right to follow through and test it. If they win their case, then we will know where to go, but until the time they have the go-ahead to take this to the courts, I think we are just wasting time here arguing about something that was passed in 1958 and whether the intent was that perpetual leases not be renewed at that time, but a 42 year lease substituted.

I am convinced that this order in council was passed and I am convinced now that 252 leases were renewed under the new terms and, so far as I can see, it should be left up to the commercial interests there to take it to the courts to find out whether this order in council of 1958, which we are following on with, is legal or not legal. As far as I am concerned, Mr. Chairman, I would like to get on with the clause by clause study by the Committee and wind this up, and leave it to people who have better judgement than I; that is, the legal profession and the courts. Thank you.

The CHAIRMAN: Mr. Dinsdale, I think you had a question.

Mr. DINSDALE: There is an old saying which goes: It is not what you do, it is the way that you do it. That is important. I just would like to repeat once again, for purposes of clarification, that the 1958 order in council was a cancellation of the perpetuity feature on new leases. Furthermore, it was a moratorium on the issue of any new leases in national parks. I do not know whether the 252 perpetuity cancellations referred to by the Minister, are in the mountain parks or in the prairie parks, because the prairie parks come under exactly the same conditions as the mountain parks.

Also, I would like to point out that the Minister's reference to the elegant houses of John A. Macdonald is not the only reference to this perpetuity feature. When the prairie parks were opened—I think it was in the 1920's and the 1930's, Prince Albert and Riding Mountain National Park—the leaseholders there were also given the perpetuity feature. They were not elegant houses; they were just the ordinary summer cottages of the ordinary citizens. I really do not know the reason they were given the perpetuity feature, but I presume the decision was made in an attempt to encourage people to come into the parks and make use of them. These were the days before highways and before motor transportation, and all the rest of it, and these people were lured into the parks by the perpetuity feature.

Now, here is where the rub comes; suddenly this privilege is cancelled. It is cancelled abruptly and arbitrarily by an order in council.

Mr. LAING: Of 1958.

Mr. DINSDALE: In 1958 on new leases. The moratorium was declared in 1958.

Mr. LAING: Let me make this clear. The 252 leases which you issued were not new leases; they were renewals of perpetual leases out of which the perpetual clauses were struck.

Mr. DINSDALE: I am fully aware of this.

Mr. LIND: You are not saying so.

Mr. DINSDALE: Yes I am. Just one moment; do not prejudge, Mr. Lind. This is a tendency on your part.

Mr. LIND: I am not prejudging at all. I want the truth.

Mr. DINSDALE: I am still making my statement here. It was for this reason, and the Minister knows—the Minister does not sign lease changes. As soon as it was realized that this was happening, then the change was made in 1962. It was a sort of administrative procedure that was causing reaction in the prairie parks and in these mountain parks, and on the basis of personal negotiation we decided that there was illegality and injustice in this and it was based on legal decision. You can quote the—

Mr. LAING: Mr. Dinsdale, may I ask you at this point what change was made under the pressure in 1962?

Mr. DINSDALE: In 1962, 22 plus 21 renewables.

Mr. LAING: But there was reinstallation of the perpetual clause after all, was there?

Mr. DINSDALE: To be reviewed at the end of the 21 year period, yes. In other words, it was realized that this could not be done by order in council and the matter had to be left in a state of suspension. We could not arbitrarily cancel the perpetuity feature and this was based on legal opinions of the law officers of the Crown, which were quoted to us in our brief in the yellow book. Mr. Lind is laughing, but I will read it to him if he wishes.

Mr. LAING: My point is that in 1958, by order in council, you ended perpetual leases and the 252 leases that were written under your direction afterwards were for 42 plus 21 years, but there was no restoration of the perpetual clause. You struck out the perpetual clause in 1958 and it has remained struck out ever since.

Mr. DINSDALE: Mr. MacDonald used this phrase several time in his presentation the other day—it was a policy of gradualism, because there were legal aspects and if it were contested in the courts, as Mr. Lind has said, there would, perhaps, be serious implications. This opinion was expressed in the yellow briefing book which was presented to us before we made our tour into the park; on normal renewals of perpetual renewal leases the department can probably be forced, legally, to issue renewal leases also containing the perpetual renewal lease clause.

Mr. LAING: I am told, Mr. Dinsdale, that the 42 plus 21 years was definite. There was no provision or mention of renewal thereafter.

Mr. DINSDALE: Well, in any case, public opinion decides in the long run. Actually, we are merely representatives of the public in this Committee and in this Parliament, which is supposed to be the highest court of public opinion in the land. I found that the residents of the parks were satisfied with 42 plus 21 subject to renegotiation. The residents of the mountain parks are in an entirely different category even from those in the prairie parks. There has been some reaction from the perpetual leaseholders in the



prairie parks but not nearly as severe as that in the mountain parks for the simple reason—

Mr. LAING: Are you counselling us now to restore perpetual leases?

Mr. DINSDALE: No, I made my point in my earlier statement, that it cannot be done short of an act of Parliament. This is the point that we are making. If these people are going to—

Mr. LAING: You ended them by order in council in 1958.

Mr. DINSDALE: New leases, yes.

Mr. LAING: No, no, the 252 were not new leases. You ended the perpetual clause in those leases.

Mr. DINSDALE: This is why—

Mr. LAING: You gave the man 42 years and then in 1962 you changed it to 42 plus 21.

Mr. DINSDALE: This is why, on the basis of personal negotiation with the residents of Banff and Jasper, a change was made in 1962 and it was also based on legal advice. But, I do not want to argue the point here. All I want to say is that the people in the mountain parks obviously feel an injustice was done. We had people fainting in those hearings and there were rather dramatic presentations, and all this Committee has to decide is whether it is possible to cancel the perpetuity feature in the mountain parks—or the other parks where they apply—by order in council or by administrative democracy rather than by parliamentary democracy.

Mr. HADASZ: Mr. Chairman, I think the Committee should be reminded again this morning that the so-called legal opinion in the briefing book of the Committee prior to its tour of the parks is inaccurate and which Mr. MacDonald, I believe, referred to in his testimony as a garbled version, which actually was probably a mistake in the first place.

Mr. WATSON (*Assiniboia*): Have we any indication, then, that all the rest of the stuff was garbled? If you are going to take out one of the technical aspects of it now and say it is garbled, all the rest could be garbled, too.

Mr. ORANGE: I have a supplementary to ask Mr. Dinsdale. He keeps referring to the change in 1962. I wonder whether someone could explain to me what happened in 1962?

The CHAIRMAN: I would suggest, gentlemen, that we continue the meeting in camera to discuss the draft report clause by clause, during which members may move amendments according to their wishes. I think the discussion up to now has been very helpful, but I believe the protraction of this discussion will not serve any useful purpose.

Mr. WATSON (*Assiniboia*): I have one question, Mr. Chairman, if you will permit it. Mr. Chairman and Mr. Laing, I refer to a statement the Minister made in respect of the cases he stated, three of which were residential and five of which were commercial. I believe if I have it correctly the Minister said that the fact that prices are still rising is an indication of no hardship. Now, I would hope that the Minister can define hardship. As far as I am concerned, I would like to look at it this way, referring to the parks. If a new man were coming in to take a job in the park and had to have a place to live, the



very fact that he had to pay a higher price than the previous owner had paid two or three years ago is really no indication of "no hardship." If he has to have a place to live these are things a man is forced to do. It is the same with commercial property, although this is by will. If I want to get into a commercial enterprise in the parks I will feel there is money to be made there, I may have to pay an inflated price and this still does not mean there is no hardship. Possibly these men are going to have a harder time to pay for their residence or their business than they had previously. I think that we have to handle this carefully. Perhaps the Minister can tell me how you determine what a hardship is.

MR. LAING: Mr. Watson, I cannot agree with you at all. If a man has not got business judgment in making his purchase within the park, if he is a commercial man, he should not go into business, of course. The matter of hardship that you pointed out first, I think, is valid. The real hardship is for part-time workers who come into the park in the summertime and cannot get lodging. I had a lady show me a 14 x 10 foot room with a 25-watt bulb in it for which she was paying \$75 a month. This is where the hardship exists. This always happens in a business where you do 90 per cent of your business in four months, as you well can imagine.

But in the commercial field I cannot agree with you at all. A man makes his commercial judgment and it should be good or he should not be in there. I am not happy to see prices go up. I said this before. Prices have gone up fantastically in years gone by. My point now is that the charges made by the people whom you heard that we had ruined the possibility of any worthwhile investment in the park and that we were killing off sales of property is not being borne out by the figures I gave you here today. That is why we used them. The evidence you heard is not supported by the facts.

MR. KINDT: May I ask the minister a question? To get over this difficulty with commercial leases and the scrap value at the end, would not a fair way around it be, following commercial practice, to establish some sort of percentage depreciation or percentage mark-down, let us say, in order to arrive at the scrap value of a building at the termination of the lease? In other words, that could be done either by government regulation or by law so that a man would not be in a position, let us say, to sell his lease and reap a tremendous harvest out of it and overcapitalize the fellow who is just starting out. If there were some way of compensating or partially compensating these people—it is hard to fix—the government would be off the hook for determining what that value was and, instead of confiscating it, it would satisfy the people with commercial property. I do not care what the property is, it is the communist approach to confiscate it at the end of 42 years. The policy of the former government was to go slow—I know; the Minister can wink at somebody over here. I saw him wink. He has his mind made up. I do not care, just so long as he tells us what is going on in the parks. I do not care how much he flirts back and forth while I am talking.

MR. LAING: I was winking at the word "communist" and I was winking at a socialist.

THE CHAIRMAN: Gentlemen, order, please.

MR. KINDT: I do not think the Minister rates him in the category of a communist. But there is no doubt in my mind—and here is a Liberal government that followed a Conservative government—that the one deal put through in 1958 was not the final answer. Everybody realized that. Other things will have to be brought on to bring it into

line with commercial practices in the best interests of the parks and the people there who are trying to give service to the public.

Mr. LAING: May I ask, do you oppose the action taken in 1958 as Mr. Woolliams said he opposed it. He says he opposed that at that time.

Mr. KINDT: Eventually, perpetual leases probably will have to go. But, I am saying that they should be compensated. Let them go, but they should be compensated. It boils right down to confiscation or compensation.

The CHAIRMAN: I want to thank the Minister on your behalf for being here this morning. Now we shall proceed in camera. Those who are not members of the Committee will please retire.

## APPENDIX XI

SUPPLEMENTARY STATEMENT TO THE  
STANDING COMMITTEE ON NORTHERN AFFAIRS  
AND NATIONAL RESOURCES FROM THE  
DEPARTMENT OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENT

Several of the representations made to the Committee during their National Parks visit implied or claimed personal hardships. Most of these were related to leasehold considerations.

Cases appearing to involve specific individuals have been reviewed in some detail. The situation in each instance is covered here in the following order:

*Banff*

1. Mrs. Lorea Kendal
2. Mr. Collier Maberley
3. Mr. W. J. Robertson
4. Mr. Cecil Yarmoloy
5. Mrs. Kay McDermott
6. Mr. W. Craig
7. Mr. Hans Hartwig—Brent Holdings
8. Mr. W. Mielke
9. Mr. Erwin Zeiter
10. Mr. C. R. Philpott

*Jasper*

11. Mr. Toby Rayner
12. Messrs. W. R. Ruddy—G. L. Johannsen
13. Mr. Clinton Coleman

Lot 6-1, Block 22

Banff Townsite

Mr. L. Kendal—Lessee

Mrs. Lorea Kendal, the lessee's wife has criticized the Department as a result of delays her husband experienced in obtaining a lease on the above lot.

Mr. Kendal purchased the whole of lot 6 under an agreement for sale with departmental consent in 1963. It was subsequently subdivided and Mr. Kendal was assigned the lease on lot 6-1, being one-half of the original lot. The transaction was further complicated somewhat as the assignor was not a local resident, therefore the execution of documents was delayed.

In preliminary discussions involving this land, Mr. Kendal had been informed in April 1963 that the Department would be prepared to issue a lease for a period of 42

years with a further renewal of 21 years. At the time, the Department's leasehold policy was under review. On June 16, 1964, the lessee was informed that any new lease would be for a fixed term of 42 years. This was well in advance of the surrender of the lease in October 1964 and the subsequent delay of 17 months referred to in the brief. The delays occurred as follows:

November 9, 1964 to March 30, 1965—Leasehold policy was being reviewed during this five-month period and there was a delay in the issuing of leases in which changes were required. Furthermore, the surrender submitted by the lessee was unacceptable because of the form in which it was submitted and a new submission was required.

March 30, 1965 to June 11, 1965—During this period of 2½ months, the leases offered were in the hands of the lessee's solicitors.

June 11, 1965 to August 9, 1965—The terms of the leases were unacceptable to the lessee and were returned to Ottawa where the entire matter was again reviewed. Following this review, the leases were redrafted and returned to the field on August 9, 1966.

August 9, 1966 to January 10, 1966—During this period of approximately 5½ months, the redrafted lease containing terms and conditions acceptable to the lessees was in the hands of the lessees' solicitors. During this period, the solicitors were requested on four occasions to confirm their acceptance of the lease.

January 10, 1966 to February 25, 1966—The documents were signed by the lessees and were returned to the Department for final execution. On execution, they were returned to the lessees on February 25th.

During approximately 8 months of the 17 months referred to by the lessee, the leases were in the hands of the lessees' solicitors. The Department had no control over this period of delay. Therefore, the Department is actually responsible for approximately one-half of the time involved in the completion of the lease. However, as previously stated, departmental leasehold policy was under review and there was a resultant general delay in the processing of lease transactions.

Bow River Bungalows  
Mr. & Mrs. Collier Maberley  
Parcel "B", Villa Lots 2A, S. of B.,  
Banff Townsite

This brief deals essentially with security of tenure under National Parks Leasehold Policy as a matter of principle.

The leasehold interests on this property were acquired by Mr. & Mrs. Maberley in 1954, through an assignment of lease from Bow River Boathouse Limited. The consideration involved was \$32,000 of which \$7,000 was designated for land rights. In 1954 a new lease was issued for the balance of the term remaining in the assigned lease containing renewal provisions in perpetuity. The lease expired in 1963 and the lessees were issued a new lease for a period of 42 years with provision for a 21-year renewal. The lease includes a clause standard to this type of lease permitting the lessee to sever and remove improvements on the land on termination of the lease. Departmental files do not indicate that Mr. Maberley has requested an exchange of lease resulting in the reversion of his assets to the Crown without compensation.



The lease referred to by Mr. Maberley with respect to the Bow View Lodge is a perpetually renewal type effective from November 1, 1939. This lease was assigned in 1963 to the present lessee for the remainder of the current 42-year period which was a similar procedure applied to Bow River Bungalows in 1954 as indicated above. In 1963, National Parks policy did not require the surrender of leases in perpetuity when the Minister's consent was requested to an assignment of leasehold interest. Under the present National Parks Leasehold Policy, the Bow View Lodge lease will be replaced by a new commercial lease with a fixed term of 42 years when the current lease term expires.

Block 6, Lot 13,  
Banff Townsite  
W. J. Robertson—Lessee

Mr. Robertson objects to the Department's residential leasehold policy which upon assignment of a lease restricts occupancy to persons who are required to live in a National Park by reason of their employment or business.

He claims that the restrictive nature of the standard residential lease now being offered makes it impossible for a leaseholder to dispose of his residential leasehold without a loss on investment.

The residential lease being offered is for a fixed term of 42 years, and provides for compensation at fair market value for the improvements on termination of the current term or for a further renewal. This cannot be considered as unduly restrictive.

An interim lease was issued for this property in 1951 and a perpetually renewable lease was issued in 1952. The development called for the construction of a building having an estimated value of \$6,000. While the actual construction cost of Mr. Robertson's residence is not known, the property has been well maintained and the lessee should be able to turn the property over at a reasonable profit.

Villa Lot 5, Block 2  
Banff Townsite

C. N. & M. D. Yarmoloy—Lessees

Mr. Yarmoloy has criticized the Department for his inability to obtain a suitable residential mortgage from Central Housing and Mortgage Corporation.

The lot is held under a perpetually renewable type lease by Mr. & Mrs. Yarmoloy as joint tenants. The lease was acquired by assignment in May 1964. The assignment was approved on the basis of the existing lease for a term of 29 years, 8 months and 28 days. An undertaking to demolish the existing building and construct a new building by December 31, 1965, was signed by the lessees. Subsequently, Mr. Yarmoloy indicated that he was encountering difficulties in raising money for the projected construction and that CMHC had refused to grant his request for a \$25,000 mortgage on the basis of his existing lease due to expire in 1987. CMHC agreed to grant the requested mortgage provided the Department would give a written commitment that a new lease for a 42-year term would be granted Mr. Yarmoloy on expiration of the current lease. An additional requirement was that CMHC be provided with an assignment of the existing lease by way of sublease so that it would be in a position to act on the application for a new lease on termination of the present lease. CMHC then indicated that an earlier letter from the Minister to Mr. Yarmoloy, dated June 22, 1966, in which assurance was

given that a new lease for 42 years would be granted, was acceptable as a commitment. Mr. Yarmoloy was informed by CMHC to this effect.

Presumably, Mr. Yarmoloy must indicate to CMHC that he will be prepared to accept the new lease. Provided he is prepared to go ahead on this basis, an extension of the period for construction of the new building will be granted to December 31, 1967.

Lots 22, 23, 24, Block 8

Banff Townsite

Mrs. K. McDermott—Lessee

For several years past, Mrs. McDermott has pursued a proposal to construct a motel on the three lots she has under lease. The zoning regulations in effect during the period in question did not permit a commercial development of this nature.

Under the present Banff Townsite Zoning Regulations the lots are in the multiple family dwelling zone. Therefore, a motel development on the above lots, as proposed by Mrs. McDermott, is still in contravention of the regulations.

However, the newly enacted regulations provide for the appointment of a Committee of Adjustments for the purpose of considering and making recommendations on applications for variances to the regulations. They provide that this committee be composed of at least three persons responsible to the Director, National and Historic Parks Branch. If Mrs. McDermott wishes to have her proposal considered by the committee, she may observe the following procedures:

1. Submit an application to the Director, stating in detail the reasons for which the application is made. The Director will refer the application to the committee with his report and recommendation.

2. Pay a fee of \$10 with the application and at least 14 days prior to the date of a hearing, of which she will be informed, serve a copy of the application to all lessees of land within 150 feet of the lots involved.

The committee will hold a public hearing at which the applicant and any person speaking for or against the application will be heard. Within 14 days of the public hearing the Committee of Adjustments will make a report in writing recommending the appropriate disposition of the application.

Lot 19, Block 21

Banff Townsite

William Craig—Lessee

Mr. Craig is not in agreement with the terms of the standard residential type of lease which is being granted by the Department.

The lease on this lot was acquired by Mr. Craig in 1951 by way of assignment. The consideration involved was \$6,000 of which \$200 was for land rights. The lease is the perpetually renewable type and the term expires on April 30, 1967. The land rental is \$80 per year. Mr. Craig states that he has used his residence on a commercial basis for visitor accommodation.

Mr. Craig objects to accepting the new form of lease on the grounds that he has fulfilled his obligations under the terms of the existing lease and is, therefore, entitled to a renewal on identical terms.

There does not seem to be any hardship involved in this case. Mr. Craig is assured of continued tenure for at least another 42 years which, in this instance, will have

provided him with a total of 58 years. On expiration of the fixed term lease, compensation will be paid for the improvements on the land at fair market value. In addition, the lease provides the lessee with first refusal to rent this property if it is not required for park purposes, or if the property is not acquired, renewal of the lease may be considered for a further period at the Department's discretion.

Lots 16, 17, 18, Block 6  
Banff Townsite  
Brent Holdings Ltd.—Lessee

Mr. Hartwig contends that the restrictive nature of the lease granted for the enterprise on this land has thwarted its economic success.

In 1964, Brent Holdings Ltd. undertook a land assembly scheme in Banff Townsite involving the purchase of leasehold interest in three lots of land from independent lessees. Subsequently, a three-storey building was constructed containing underground offstreet parking, a commercial rental floor and 40 bachelor-type apartments on the second and third floors. The lots in question were used for residential purposes prior to acquisition by Brent Holdings Ltd. *The Department approved of the development scheme with the proviso that the apartments could only be rented to persons who were required to live in the park for business or employment purposes.* This stipulation was included in the lease issued by the Department to Brent Holdings Ltd. when incorporating the three lots of land under one lease, providing for commercial use of the land.

Since the completion of construction, Brent Holdings Ltd. has experienced difficulty in renting the 40 apartment units to bona fide residents in accordance with the provisions of the lease and has requested the Department to waive the clause in the lease which limits the renting of the units to residents. *The company is requesting a temporary waiver of the pertinent clause to permit renting to day visitors as well as to residents.* In stating its case, the company alleges that the Department's application of its policy with respect to residential accommodation rental units is inconsistent, because at present not all apartment buildings and private rental units in Banff Townsite are similarly restricted.

The Department is sympathetic to the difficulty Brent Holdings Ltd. is experiencing in renting its apartment units and is aware that the National Parks licensing regulations applicable to accommodation rentals require review, and is undertaking this work as time and staff permit. *However, Brent Holdings Ltd. was fully informed of the Department's policy when accepting the lease on the land in question and saw fit to develop the enterprise.* In applying the restrictive clause in the lease, the Department is acting in the best interest of the local residents, and the park operations as a whole, in endeavouring to satisfy the apparent demand for residential accommodation.

The Department is, however, reviewing this case to determine whether Brent Holdings Ltd. should receive special consideration with respect to the lease for the Towne House property.

Storm Mountain Lodge  
Banff National Park  
Mr. Walter Mielke, Mrs. Mary Mielke,  
Mrs. Laura Stanger—Licensees

Mr. Mielke contends that the Department has not treated him and the co-owners of this enterprise fairly.



While the information contained in Mr. Mielke's brief is basically accurate, in fairness to the Department's stand it must be stated that the licensees would appear to have made an imprudent judgement when they invested such a large sum of money, considering the age and value of the improvements, in a bungalow camp which was being operated under a licence of occupation which was due to expire in 1971. The Department was not in any way legally obligated to extend Mr. Mielke's tenure and, as it is the policy to eliminate where practical and possible ribbon-type developments, Mr. Mielke was informed that his licence would not be extended beyond 1971. This did not seem unreasonable at the time, as the consideration for the transfer of the interest indicated that Mr. Mielke had purchased the business for \$7,500. This information was incorrect, and it was learned Mr. Mielke had paid in excess of \$42,000 for the property. In view of the amount involved, the Department offered Mr. Mielke a new lease with a term of 21 years beyond the expiry date of his present licence of occupation. Mr. Mielke objected to a condition of this lease under which certain rights were reserved on a strip of land that it was believed would be required for future highway alignment. A careful review of the condition imposed revealed that it would be practical to transfer the reservation of rights to a comparable strip of land on the other side of the licensed property encompassing sufficient area for any future reconstruction of the highway. It has been indicated that Mr. Mielke would accept the lease offered subject to this condition.

Lots 22 to 25 Inclusive, Block 6

Banff Townsite

Mr. Erwin Zeiter

Mr. Zeiter has criticized the Department for its handling of his proposed development on the subject lots in Banff Townsite.

The case involves a land assembly scheme which was commenced in 1962 prior to the receipt of the urban development plan for the townsite, prepared by Dr. Oberlander for the Department. Sketch plans of a proposed motel development on this property were received by the Park Superintendent early in October 1962 from a Banff solicitor acting on behalf of Mr. Zeiter's group in Edmonton. In acknowledging the plans, the Superintendent advised the solicitor that the plans were being forwarded to his head office in Ottawa for study and that *acceptance of the plans by the Banff office at that time should not be construed to mean that approval in principle was being given to the eventual construction of a motel on the property. Such approval would be dependent on consideration by the Department of the forthcoming urban development plan.*

The sketch plans of the proposed development were subsequently checked in Ottawa by departmental architects for conformity to the National Building Code and were returned with the advice that they could be approved in principle but that any further consideration of the proposal would have to be taken in conjunction with the recommendations contained in the Oberlander report. At the time other proposed developments were being held up pending completion of the Department's study of the urban development plan.

In returning the plans to Mr. Zeiter's solicitor, the Superintendent advised him that the plans were being returned *"approved in principle only"*. The letter contained the advice that such approval *did not mean that the proposed development itself was approved.*



Subsequently, the Park Superintendent received agreements for sale covering the leasehold interest in Lots 22, 23, 24 and 25, Block 6, between the lessees and Mr. Zeiter's group in Edmonton. These documents were submitted for Ministerial consent. Action on processing the documents was withheld pending consideration of the Oberlander report. It should be noted that all leases contain a provision that the lessee will not during the term of a lease transfer or assign the demised premises or any part thereof for the whole or any part of the said term without the written consent of the Minister.

The four lots under review were designated under the Banff Zoning regulations as falling within the business district. However, three of the four leases preclude the use of the land for hotel purposes.

During this period, an Interim Development Committee had been set up, composed of departmental officials and members of the Banff Advisory Council, to review the various development proposals for the townsite in relation to the consultant's plan. The Committee assessed the Olympic Inn proposal and unanimously recommended against its acceptance because:

1. It was the Committee's feeling that Lots 22-25, Block 6, was a logical area for expansion of retail services and should be reserved for this purpose only.

2. A major motel development in this area would have the undesirable effect of increasing existing traffic congestion.

The Committee's recommendation was reviewed by the Department and approved. This decision was subsequently transmitted to Mr. Zeiter's solicitor with the suggestion that possibly an alternative location could be found which would be acceptable under the urban development plan for Banff Townsite.

Meanwhile work continued on the preparation of a land use code and a zoning plan for Banff Townsite. The zoning plan which was developed placed Block 6 in an area zoned as Central Commercial (C1). The zone excludes rental of accommodation other than residential dwelling units within the second or third storey of a commercial building.

In discussions between the principals of the proposed development and officers of the Department, the possibility of an exchange of lots was discussed. However, no firm basis of exchange could be arranged, particularly since the Department would be subject to criticism if a deviation was made from the established policy of disposing of motel sites by public competition. The Department is, however, prepared to give consideration to the redevelopment of the four lots for any commercial enterprise which is permissible under the existing Banff Townsite Zoning Regulations. This information was provided in response to inquiries on behalf of Messrs E. Zeiter and W. Zeiter.

Mr. C. R. Philpott  
Banff National Park  
Leasehold Policy Observations

Mr. Philpott has criticized the Department's leasehold policy relating to security of tenure and has made certain allegations concerning the Department's actions with respect to the lease assigned to Bow View Lodge Ltd.

It is not the Department's intention to attempt to deal specifically with those items which Mr. Philpott referred to in very general terms. However, for the record it must be clearly stated that the Department is applying its leasehold policy fairly and consistently to all leaseholders, be they private individuals, large corporations or companies in the best interest of the Canadian public as a whole.

To set the record straight, the lease which is presently in effect on the Bow View Lodge property was granted for a term of 42 years commencing on November 1, 1939. Ministerial consent was given to the assignment of leasehold interest to Bow View Lodge Ltd. on January 21, 1963. At that time the present leasehold policy was not in effect. Therefore, the lease was not subject to surrender even though it is a so-called perpetually renewable lease. Bow View Lodge Ltd. has a lease at present with a total term of 14 years and eight months. Departmental records indicate that there is a mortgage registered against the subject leasehold title.

Marmot Basin Ski Area  
Jasper National Park  
Mr. Toby Rayner

Mr. Rayner contends that the Department is responsible for the loss of a portion of his investment in this ski area and is claiming compensation.

Background:

*1946 to 1947* The Department recognized the potential of Marmot Basin and constructed a jeep road into the area.

*1948 to 1949* Athabasca Tours transported skiers by snowmobile.

*1950 to 1960* Snowmobile Tours transported skiers on a scheduled basis.

*1960 to 1961* Road improved by the Department.

*1960 to 1961* Brewster Transport transported skiers by power-wagon type bus.

*1961* Department conducted a survey of ski potential of Marmot Basin.

*1962* Jasper Park Ski Club submitted a proposal for development of area.

*1962 to 1964* Mr. Rayner provided snowmobile transportation.

*1964* Department awarded concession for the development of ski facilities to Marmot Basin Ski-lifts Limited.

Briefly, during the sixteen years preceding the arrival of Mr. Rayner on the scene, the Department, three ski clubs, the Alberta Government, the CNR, three transportation companies and business interests in Edmonton and Jasper had promoted skiing in Marmot Basin. Mr. Rayner therefore seems to be seeking a rather large amount of credit for his alleged pioneering, planning, advertising and promoting. It is believed all parties previously involved in the promoting of Marmot Basin as a ski area took a financial loss, primarily because the opportune time for development had not arrived.

Contrary to Mr. Rayner's statement, it is obvious that Joe Weiss did not discover Marmot Basin in 1950; the Department had constructed a road into the area in 1946-47. Moreover, Mr. Rayner did not operate the first scheduled passenger snowmobile service to Marmot Basin, nor did the Department give him permission to build a 12 x 18 foot cabin or accept his proposal for the development of Marmot Basin.

Mr. Rayner's operation in the Marmot Basin area was approved for a period of three years under an annual business licence which was not considered as being a concession. His operation was considered to be of a temporary nature and he was

informed that no exclusive rights were being granted to him. This was confirmed by Mr. Rayner in a letter of March 25, 1963, to the Superintendent in which he stated:

"I fully understand and am aware of the type of concession I am holding in Marmot Basin and that same does not give me any exclusive rights in the area should it be called for public tender."

In his brief, Mr. Rayner has indicated a total loss of \$16,400 for his operation. The sum of \$12,000 which Mr. Rayner claims as a labour cost over a three-year period is in fact an operational expense. We do not have any records of the revenue from the operation and although it would not have been large, it would likely have covered a part of his labour costs. Furthermore, if we assume that he operated for a maximum of four months in each year, he is valuing the services of himself and his wife at the rate of \$500 per month each. During this period Mrs. Rayner was employed on a fulltime basis by Northland Utilities in Jasper, and it is known that he did not employ outside staff. To indicate the labour costs as a loss does not appear to be realistic.

After approximately three years of operation, Mr. Rayner was able to regain a total of \$5,500 on his original investment of \$9,900. There is no doubt that the investment figure is out of line. In actuality, his original investment was somewhat less. The cabin valued at \$2,100 for which no building permit or authority was ever granted, evolved from a tent frame into a frame building. Separate appraisals carried out by departmental engineers and Marmot Basin Ski-lifts Limited placed a value of from \$400 to \$500 on this building. Snowmobile Tours estimated the value of Mr. Rayner's snowmobile, which was at this time three years old, at \$2,000. In recognition of Mr. Rayner's financial predicament the Department purchased the snowmobile for \$2,500 and the cabin for \$500.

In view of the foregoing, it appears that Mr. Rayner has misrepresented the facts of the situation in an effort to discredit the Department. His efforts in pioneering, planning and promoting in connection with the area were actually insignificant when compared with the efforts extended by other groups over the last twenty years. The financial loss attributed to the operation is believed to be unreasonable. The Department was not at any time obligated morally or by contract to Mr. Rayner and has acted in a fair and justifiable manner.

#### Assignment of Lease—Jasper Townsite Johannsen to Ruddy

This brief relates to a problem which has occurred in cases where a mortgage is registered against a lease requiring surrender and the issuing of a new lease when assignment of leasehold interest is contemplated.

The specific case referred to concerns a lease assignment involving a so-called perpetually renewable lease. The lease is registered in the Provincial Land Titles Office in Edmonton and has a CMHC mortgage registered against it. Before an assignment can be approved, under National Parks leasehold policy, the lease must be surrendered and a new lease issued. However, a surrender of the existing lease would require that the mortgage be discharged. The Department has, in similar cases, endeavoured to



arrange the requested assignment through the registration of an amending agreement to the existing lease. Although the mortgagor and mortgagee have both agreed to the transaction, the Alberta Land Titles Office would not accept such an agreement. During the first week of February 1967, a satisfactory procedure was evolved through an exchange of correspondence between the Department and the Registrar, Land Titles Office for the Southern District of Alberta, at Calgary, Alberta, which presumably will be satisfactory to the Registrar, Land Titles Office in Edmonton, Alberta.

The problem in the second case, mentioned in the letter from Riddle Agencies Limited, is of a similar nature. In this instance, the Department has offered a number of residential leaseholders in the Western National Parks an exchange of the leases which they hold for leases containing more generous provisions, as a result of the present National Parks leasehold policy. Since a number of the titles have mortgages registered against them, execution of the exchange in such cases has been complicated and temporarily forestalled for the reasons described above.

#### Lot 3—Block "A"

#### Relocation of Riding Stables

#### Jasper National Park

#### Mr. Clinton Coleman

Mr. Coleman believes that the Department is being unfair in asking him to relocate his business away from the townsite in an area on the Pyramid Lake Road. That such a move would eventually occur was recognized by the Department in 1943 when it began issuing short-term leases on corral sites in lieu of long-term leases. It has, since that time, been common knowledge that the stables would eventually be relocated.

#### Purchase of Lot 3

On May 25, 1966, approval in principle was given for a proposed purchase of lot 3 by Mr. Coleman. At that time Mr. Coleman was informed that the assignment of lease would be on a year-to-year basis and that it was considered preferable to have him consolidate his business on lot 7 of which he was the leaseholder. No formal consent was given to an agreement for sale, and a copy of the agreement for sale for lot 3 was not received in this office until November 3, 1966. Mr. Coleman has, therefore, entered into an agreement for sale without our formal consent, fully aware that consideration was being given for the relocation of his business, and that the lease if assigned would be on a year-to-year basis subject to cancellation after 90 days' notice. At no time was it indicated to Mr. Coleman, either in writing or orally, that he could continue to operate his business from this site for at least three more years. Our original planning called for the development of the new stable area in 1966, which was actually prior to Mr. Coleman entering into the agreement for sale.

#### Knowledge of Relocation

In his brief, Mr. Coleman admits that he was aware that the stables would have to be moved. There is no justification to his reference that compensation would be paid for improvements. He was informed prior to entering into the agreement for sale that compensation would not be paid for improvements. Furthermore, clause 8 of the leases



on these properties states that on termination, the lessee may sever and remove from the land all structures, fixtures, and improvements.

*Alternate Sites Suggested*

The sites suggested by Mr. Coleman have been considered. It has been decided that they do not fit into the overall development plan and have less to offer than the proposed site on the Pyramid Lake Road.

It is proposed to have the new site developed early in the 1967-68 fiscal year with operations to commence from this site in the 1968 season. In the interval Mr. Coleman will be permitted to continue to operate, if he chooses, from the sites now leased to him.

HOUSE OF COMMONS

First Session—Twenty-seventh Parliament

1966-67

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STANDING COMMITTEE

ON

Northern Affairs and National  
Resources

*Chairman:* Mr. HUBERT BADANAI

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PROCEEDINGS

No. 26

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SEVENTH REPORT TO THE HOUSE

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Indices to:

- (A)—1966-67 Main Estimates, Department of Northern Affairs  
and National Resources (Excepting Indian Affairs)
- (B)—Northern Development
- (C)—National Parks and Historic Parks and Sites

ROGER DUHAMEL, F.R.S.C.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1967

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ON  
NORTHERN AFFAIRS AND NATIONAL RESOURCES

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*Vice-Chairman:*

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Mr. McWilliam,  
Mr. Neveu,  
Mr. Orange,  
Mr. Simpson,  
Mr. Southam,  
Mr. Tucker,  
Mr. Watson (*Assiniboia*),  
Mr. Woolliams—24.

Michael A. Measures,  
*Clerk of the Committee.*

## REPORTS TO THE HOUSE

WEDNESDAY, April 26, 1967.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### SEVENTH REPORT

On Tuesday, March 21, 1967, your Committee tabled its Sixth Report on the matter of national parks and historic parks and sites.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 17 to 26*) is tabled.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*

(Reprint)

THURSDAY, March 21, 1967.

The Standing Committee on Northern Affairs and National Resources has the honour to present its

### SIXTH REPORT

1. Pursuant to the Order of Reference of Tuesday, November 1, 1966, on the matter of national parks and historic parks and sites, this report is further to your Committee's Fourth Report which listed: thirty-eight witnesses heard in Banff and Jasper National Parks, Alberta, November 30, 1966 to December 1, 1966; and related documents. Witnesses from Waterton Lakes were also heard and the recommendations in this report should be considered as applicable to that national park as well.

2. Since the Fourth Report, the following witnesses have been heard: The Honourable Arthur Laing, Minister of Indian Affairs and Northern Development; Mr. J. A. MacDonald, Senior Assistant Deputy Minister, Department of Indian Affairs and Northern Development; Mr. Don Hummel, former Chairman of the Conference of National Park Concessioners in the United States, who is principal stockholder in the Prince of Wales Hotel in Waterton Lakes National Park, Alberta, Canada.

3. *Policy:* Your Committee supports the principle set forth in Section 4 of the National Parks Act, which reads:

"The Parks are hereby dedicated to the people of Canada for their benefit, education and enjoyment, subject to the provisions of this Act and the regulations, and such Parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations."



4. *Zoning*: In the application of the foregoing principle, your Committee favours the concept of zoning national parks into areas which are:

- (a) wilderness;
- (b) semi-wilderness, including recreational areas;
- (c) visitor service centres.

5. *Administration*: Your Committee also agrees with long range planning of national parks and decentralization of authority through regional offices, which is being conducted by the Department of Indian Affairs and Northern Development.

6. Related to the decentralization, it was apparent to your Committee that, in Banff, Jasper and Waterton Lakes, there are serious problems of communication between, on the one hand, the Department, and on the other hand, residents and commercial operators. Your Committee recommends that the government increase its efforts to establish and maintain more effective consultative machinery by strengthening the roles of Town Managers and Advisory Councils in administering the town-sites.

7. *Leasing*: One of the matters on which there is an apparent lack of communication, and which is a source of discontent in Banff, Jasper and Waterton Lakes, is leasing and changes in leasing which have occurred since 1958.

8. With regard to the legality of the practice of not renewing perpetual renewable leases, which practice has been achieved by administrative action, and which your Committee has been informed, is, in the formal opinion of the law officers of the Crown, legal, and in view of the contrary opinion heard by the Committee, your Committee recommends that the testing of its validity be left to the courts.

9(a). With respect to residential leaseholds, your Committee recommends that the government act immediately to provide for local boards of arbitration representing the government, the leaseholders, and an independent point of view, to determine the compensation due to leaseholders on the expiry of their lease.

9(b). For commercial leases, your Committee recommends that the terms be sufficient to ensure an adequate supply of capital for visitors services, and a reasonable return of investment to be recovered over a reasonable period of time, at the same time continuing the objective of the government in ensuring that the public lands remain subject to public control.

9(c). With respect to old-form commercial leases which do not provide for the reversion of assets on termination, your Committee recommends that the government continue to substitute new-form leases providing for a fixed term and reversion of assets at each transfer or renewal point.

9(d). In respect of the question of compensation at the end of commercial lease terms, your Committee is satisfied that the period for recovery of investment, which in most cases is 42 years or longer, is sufficient for the recovery of investment, without compensation except on the recommendation of the proposed National Parks Leasehold Corporation.

9(e). Your Committee notes the Minister's statement to the Committee on March 14, 1967, that legislation will be introduced to establish a National Parks Leasehold Corporation to administer leases, and also notes the Minister's hope that many leasing problems will be met by that Corporation.

10. *Recreation*: Your Committee is aware of the growing need for recreational facilities in the nation and encourages the federal government to co-ordinate the development of recreational areas, particularly within reasonable distance of urban centres, with all responsible provincial and local agencies, in view of the often detrimental pressures of growing recreational needs on national parks' areas not dedicated for that purpose.

11. Your Committee recommends that, in consultation and co-operation with provincial governments, the federal government proceed to establish, as expeditiously as possible, additional national parks throughout the nation.

12. Your Committee extends its appreciation to all those who assisted in arranging its visit to Calgary, Banff National Park, Jasper National Park, Edmonton, and Elk Island Park, all in Alberta.

13. A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 17 to 25*) will be tabled later.

Respectfully submitted,

HUBERT BADANAI,  
*Chairman.*



## MINUTES OF PROCEEDINGS

(Reprint)

TUESDAY, March 14, 1967.

The Standing Committee on Northern Affairs and National Resources met this day *in camera* at 8.12 p.m., the Chairman, Mr. Badanai, presiding.

*Members present:* Messrs. Badanai, Barnett, Basford, Beer, Côté, (Nicolet-Yamaska), Dinsdale, Gundlock, Habel, Haidasz, Hymmen, Kindt, LeBlanc (Rimouski), Lind, McWilliam, Neveu, Orange, Simpson, Southam, Tucker, Watson (Assiniboia)—(20).

The Chairman presented the Eighth Report of the Subcommittee on Agenda and Procedure which suggested wordings of certain paragraphs in the draft of the Committee's Sixth Report to the House on the matter of national parks.

The Committee resumed consideration of the draft report and, after some discussion and further amendments, *on division* the Chairman was directed to present it to the House as the Committee's Sixth Report.

At 10.05 p.m., the Committee adjourned to the call of the Chair.

Michael A. Measures,  
*Clerk of the Committee.*



## (A)

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*The Clerk of the House.*











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